



Food and Agriculture  
Organization of the  
United Nations



# **COUNTRY GENDER ASSESSMENT**

OF AGRICULTURE AND  
THE RURAL SECTOR IN  

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PAPUA NEW GUINEA





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Food and Agriculture Organization of the United Nations  
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# Acronyms and abbreviations

ADB	Asian Development Bank
ARD	agriculture and rural development
AIC	Agriculture Investment Corporation
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CPF	Country Programme Framework
CGA	Country Gender Assessment
CIMC	Consultative Implementation and Monitoring Council
CLIP	Community Livelihoods Improvement Programme
CSO	civil society organization
DAL	Department of Agriculture and Livestock
DFAT	Department of Foreign Affairs and Trade
DfCD	Department for Community Development
DoH	Department of Health
DNPM	Department of National Planning and Monitoring
DPI	Division of Primary Industries
DPM	Department of Personnel Management
DRDO	District Rural Development Officer
ENB	East New Britain
ENB WYiA	East New Britain Women and Youth in Agriculture
EU	The European Union
FAO	Food and Agriculture Organization of the United Nations
FAO–PNG	Food and Agriculture Organization of the United Nations in Papua New Guinea
FER	Financial Expenditure Review
FGDs	focus group discussions
FPDA	Fresh Produce Development Agency
GBV	gender-based violence
GDI	Gender Development Index
GDP	gross domestic product
GESI	Gender Equality and Social Inclusion
GII	Gender Inequality Index
GNI	Gross National Index
HDI	Human Development Index
ICT	information, communication and technology
LLG	local level government
LNG	liquid natural gas
MTDP	Medium Term Development Plan

MP	Member of Parliament
NADP	National Agriculture Development Plan
NARI	National Agriculture Research Institute
NCD	National Capital District
NCDC	National Capital District Commission
NCW	National Council of Women
NDAL	National Department of Agriculture and Livestock
NEPP	National Eight Point Plan
NFA	National Fisheries Authority
NGO	non-governmental organization
NZAID	New Zealand Agency for International Development
ODW	Office of the Development of Women
OISCA	Organization for Industrial, Spiritual and Cultural Advancement
OLP & LLG	Organic Law on Provincial and Local Level Governments
OTDF	Ok Tedi Development Foundation
PCW	Provincial Council of Women
PGK	Papua New Guinean Kina
PNGCCI	Papua New Guinea Cocoa & Coconut Institute
PNGFA	Papua New Guinea Forestry Authority
PNGWiADF	Papua New Guinea Women in Agriculture Development Foundation
RDO	Rural Development Officer
REDD+	Reducing emissions from deforestation and forest degradation, conservation of existing forest carbon stocks, sustainable forest management and enhancement of forest carbon stocks
RWE	rural women's empowerment
SME	small and medium-sized enterprise
TA	technical assistance
TCPs	Technical Cooperation Programmes
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USD	United States Dollar
VEW	village extension workers
VSA	Volunteer Services Abroad
WiA	Women in Agriculture
WiADU	Women in Agriculture Development Unit

# Executive summary

In 2017, the Food and Agriculture Organization of the United Nations (FAO) in Papua New Guinea (PNG) commissioned a gender assessment of the agriculture and rural sector in Papua New Guinea. The assessment was carried out in consultation with the Women in Agriculture Development Unit (WiADU) of the National Department of Agriculture and Livestock (NDAL), in line with FAO- Papua New Guinea's continued commitment to support the Government of Papua New Guinea.

The methodology included a review of reports, literature and documents related to women's engagement in agriculture and the rural sector in Papua New Guinea. Semi-structured interviews and focus group discussions were also held with selected staff at NDAL and Provincial and District Division of Primary Industries (DPI) offices and with representatives of donors, non-governmental organizations (NGOs) and other development partners, as well as with women and men farmers.

An estimated 52 percent of the population of Papua New Guinea are men and 48 percent are women. The majority of the population lives in rural areas (87.5 percent). Agriculture is key for the country's economy, mainly dominated by smallholder farming systems engaged in both cash crop production, most notably coffee and cocoa, and subsistence production. Papua New Guinea faces persisting institutional and governance challenges in creating an enabling environment for promoting and enhancing women's participation in food value chains (NARI, 2002). Gender disparities are seen in access to and control over key agricultural and rural resources and services, knowledge, opportunities and markets. Rural women are major contributors to the economy – on farms, at home and in the community – but their rights are not properly recognized and they have not benefitted equally from past economic growth. They are systematically excluded from access to resources, essential services, and decision-making.

Women's participation in Papua New Guinea's labour force through employment and entrepreneurship lies at about 70 percent, slightly less than men's at 71 percent (UNDP, 2016b). More than 50 percent of the female labour force is engaged in agriculture and women comprise nearly 35 percent of the

economically active population in agriculture. Rural women play a prominent role in subsistence food production, agricultural value chains and rural livelihoods. They actively participate in livestock and poultry production and in fish farming. They sell their surplus produce, generally at local markets, to generate income for their families. Women have also ventured into small to medium enterprise activities. They own and operate a wide range of farm and non-farm microenterprises, mostly in the informal economy, which enable rural households to diversify and secure their income sources.

Rural women are challenged by their multiple roles and chronic time poverty. They have the primary responsibility for ensuring the nutritional, childcare and health needs of their families. This is in addition to the many community, social and cultural activities they are expected to engage in, as well as their involvement in agriculture-related activities. Given these multiple roles, rural women tend to lack the time to participate in other opportunities that could potentially contribute to enhancing their autonomy, knowledge, skills and self-esteem.

Security challenges in Papua New Guinea, including the high rate of gender-based violence, restrict women's and girls' mobility outside of their homes and communities. Such a lack of mobility tends to exclude women from key downstream activities within value chains, such as selling to exporters, therefore limiting their access to markets and their control over their income (NSO, 2012).

Lack of training, including in post-harvest skills such as food preservation, proper packaging and storage, is another constraint. Additionally, women generally do not have the collateral to access credit from financial institutions to purchase high-cost farming equipment and supplies such as water tanks, pumps and pipes for proper irrigation. Other inputs such as tools, seedlings, planting materials and rice mills are also expensive to buy. Lack of or limited access to information on various issues also affects rural women and their families' livelihoods. This includes information related to adequate nutrition, sanitation and general health care, as well as information on economic opportunities and basic financial services.



FAO, as a development partner to the Government of Papua New Guinea, supports WiADU in delivering its mandate and, where possible, in refining its focus and intervention strategies to achieve sector policy outcomes, broad national policy goals and its commitments to the Sustainable Development Goals (SDGs) as well various other international treaties ratified by the Government of Papua New Guinea. WiADU is an important stakeholder in the development of agriculture and the rural sector. Its mandated role to act as the gender focal point within NDAL provides the Unit with the opportunity to coordinate policy objectives and outcomes aimed at enhancing women's (and youth's) participation in the sector and supporting equitable benefit sharing.

The following recommendations are made for the Government of Papua New Guinea (through NDAL) and FAO to consider at the policy, institutional and community levels:<sup>1</sup>

At the policy level, a gender and workplace policy needs to be developed for the agricultural sector, clearly outlining the different roles in achieving gender equality that should be played by the government, civil society and private sector. Such a policy should also clearly outline responsibilities of WiADU in order for it to assume a leadership and advocacy role for women's rights in the agricultural sector, including providing policy advice and building capacity at the provincial

and district levels in collaboration with other partners and stakeholders and strengthening networking opportunities with relevant government departments and agencies. It is also necessary for line ministries to build capacity for the generation, compilation and analysis of sex-disaggregated and gender data in order to support gender mainstreaming in the ministries. Additionally, increased investment is needed in child and elderly care, water, health care facilities and infrastructure for mobility, especially in poor and deprived communities, along with agricultural extension services for women smallholder farmers to reduce their domestic work burdens.

At the institutional level, coordination of all relevant stakeholders is needed to revive and promote gender-responsive agriculture extension services through the village extension workers (VEW), with a plan to strengthen local organizations and resources at the provincial, district and local levels.

At the **community and household levels**, more income-generating opportunities are needed for rural women, along with support in addressing challenges in crop and livestock production, including access to extension services, technology, inputs, etc. In order to curb violence against women, awareness-raising workshops on gender-based violence, with attention to the participation of men in addition to women in such activities.

<sup>1</sup> Table 4 in this report provides more information regarding the recommendations which should be considered by NDAL and those that should be considered by FAO under each of the three levels.



1

# INTRODUCTION



## 1.1 Background and rationale

FAO recognises the importance of equal opportunities in the participation of women and men in sustainable agriculture and rural development (ARD) and so works to “support governments to develop an enabling environment for rural women and men by fostering appropriate governance, promoting transparent and equitable legal and regulatory frameworks and advocating for the integration of gender equality concerns in sectoral policies and programmes” (FAO, 2018). Hence, gender equality in rural development remains at the forefront of FAO’s work in Papua New Guinea.

FAO’s Policy on Gender Equality (2012) identified gender mainstreaming and women-targeted interventions as a twofold strategy for the advancement of gender equality in the agricultural and rural sector. In this regard, the Policy established a number of minimum standards for gender mainstreaming. These include a requirement to undertake a Country Gender Assessment (CGA) in order to inform FAO’s country-level planning and programming, especially the formulation and revision of the Country Programming Framework (CPF), and any other FAO interventions at the country level in line with the development priorities of the Government of Papua New Guinea and FAO’s mandate.

The objective of this Assessment is to analyse the agricultural and rural sector of Papua New Guinea from a gender perspective at the macro (policy), meso (institutional) and micro (community and household) levels in order to identify gender-based gaps and inequalities in access to and control over critical productive resources, assets, services and opportunities. Recommendations for future programming and projects for promoting gender equality and women’s empowerment are included, along with possible partners for gender-related activities in Papua New Guinea. Finally, this Assessment will become a tool for FAO Papua New Guinea, the Government of Papua New Guinea and other development partners to mainstream gender into their future programmes and projects towards gender equality and the empowerment of rural women in Papua New Guinea.

## 1.2 Methodology

A two-tiered approach was employed for this Assessment. The first tier consisted of a desktop review of available secondary information on the status of gender equality in Papua New Guinea. The second tier consisted of stakeholder consultations undertaken at both the national and subnational levels in the form of individual interviews and focus group discussions with government representatives, civil society organizations, women’s groups, farmer organizations and individual farmers. The CGA considered existing gender relations and inequalities in various agricultural subsectors, their causes, and impacts on socio-economic development in rural areas.

Secondary data was reviewed to understand the socio-economic, demographic and political situation of women in rural areas, as compared to that of men. The review also included an analysis of existing policy and legal frameworks and national institutional machinery, including in relation to the implementation of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). Relevant documents by the Government of Papua New Guinea, FAO and other national and international agencies were also consulted for this purpose.

Primary data was collected through individual interviews and focus group discussions (FGDs) using semi-structured questionnaires. Consultations included various international development partners, the National Department of Agriculture and Livestock (NDAL), other relevant government departments, the National Development Bank (NDB) and microenterprises in Port Moresby. Additionally, at the provincial level, FGDs were held with women Rural Development Officers (RDOs), a variety of non-governmental organizations (NGOs) and other civil society groups, and women and men agricultural producers, both agricultural cooperatives and individual farmers. The provincial consultations were held in the East New Britain, Western, Madang, Central and Simbu provinces.





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### 1.3 History of FAO in Papua New Guinea

FAO has 40 years of presence in Papua New Guinea, working in partnership with the Government of Papua New Guinea on agriculture and food security issues, strengthened by the opening of the country office in Port Moresby in 2013. FAO's assistance in the country is aimed at achieving food security through environmentally sustainable local food production. Recent interventions have focused on strengthening policy and planning, including the development of the National Agriculture Development Plan (NADP) 2007–2016. FAO has also implemented a number of Technical Cooperation Programmes (TCPs) to support the Government of Papua New Guinea, primarily, the National Department of Agriculture & Livestock (NDAL), National Fisheries Authority (NFA) and Papua New Guinea Forestry Authority (PNGFA).

The new CPF (2018–2022) establishes three priority areas. The first priority area is to “enhance equitable, productive and sustainable natural resource management.” The overall aim is to improve ecosystem services, carbon storage and climate resilience while ensuring food security and sustainable livelihoods. The second priority area is “strengthening resilience for food security and nutrition.” Support will be geared toward strengthening NDAL's capacity to fully integrate gender analysis into agriculture and food security planning, focussing on income-generating opportunities for women in agriculture. Support may also be extended to enhance the capacity of rural resource centres to improve women's access to extension services, capacity building activities, information and appropriate technology, and to

gather data for evidence-based planning and policy making. The third priority area is “sustainable and inclusive economic development and job creation in rural areas.” In collaboration with other national and international partners, FAO's support will focus on the integration of gender mainstreaming into all activities. Opportunities for women and youth in entrepreneurship, job creation, training, improved access to information and communication technology (ICT), rural–urban linkages and cooperation building will be enhanced.

The CPF is jointly prepared with the Government of Papua New Guinea and other development partners and reflects the relevant priorities in key national development strategies and goals. The priority areas are also in line with the UN Development Assistance Framework (UNDAF) for Papua New Guinea.

### 1.4 Organization of the report

Following this introductory section, the second section presents a brief demographic profile of the country with information on human development. The third section provides an overview of the main gender issues in agriculture and the rural sector. The fourth section presents an analysis of the national legislative and institutional frameworks for the promotion of gender equality and women's empowerment. The final section summarises the main findings and offers policy and programmatic recommendations for the Government and FAO on strengthening attention to gender equality and rural women's empowerment.



# 2

## PAPUA NEW GUINEA COUNTRY CONTEXT





## 2.1 Human development and gender

Human development is one of the first goals of Papua New Guinea's National Constitution. The three key components of human development are health, education and income. With a Human Development Index (HDI) value of 0.544 as of 2017, Papua New Guinea is in the low human development category and ranked 153 out of 189 countries and territories. Between 1990 and 2017, Papua New Guinea's HDI value increased from 0.380 to 0.544, an increase of 43.2 percent. Over the same period, the country's life expectancy at birth increased from 58.9 to 65.7 years, while the mean years of schooling increased from 2.3 to 4.6 years and expected years of schooling increased from 4.7 to 10 years. Papua New Guinea's gross national income (GNI) per capita increased by about 82.3 percent between 1990 and 2017 (UNDP, 2018).

Papua New Guinea's 2017 HDI of 0.544 is above the average of 0.497 for countries in the low human development group, although it is below the average of 0.733 for countries in the East Asia and Pacific region (UNDP, 2018).

As of 2017, Papua New Guinea has a Gender Inequality Index (GII) value of 0.741, ranking it 159 out of 160 countries. As shown in Table 1, no parliamentary seats are held by women following the last parliamentary elections held in June 2017 (2.7 percent of parliamentary seats had been held by women prior). Additionally, only 9.5 percent of adult women have attained at least some secondary education compared to 15 percent of their male counterparts. For every 100 000 live births, 215 women die from pregnancy-related causes, and the adolescent birth rate is 52.7 births per 1 000 women aged 15–19 years. Women's participation in the labour market is 69 percent compared to 70.8 percent for men (UNDP, 2018).

Table 1: Papua New Guinea's GII for 2017 relative to selected countries and groups

Country/region		Papua New Guinea	East Asia and the Pacific	Low HDI
GII value		0.741	0.312	0.586
GII rank		159	–	–
Maternal mortality ratio		215	62	554
Adolescent birth rate		52.7	22.4	98.4
Female seats in parliament (%)		0	19.8	21.7
Population with at least some secondary education (%)	Female	9.5	67.8	18.5
	Male	15.0	75.5	30.7
Labour force participation rate (%)	Female	69.0	60.1	59.3
	Male	70.8	77.3	74.7

Source: UNDP, 2018.

## 2.2 The socio-economic situation and political system

Papua New Guinea is one of the most culturally diverse countries in the world, with over 1 000 tribes and 800 languages (UN Papua New Guinea, 2017). Although most of its total population lives in rural areas, there is an increasing trend towards urbanization.

Papua New Guinea's formal sector focuses mainly on large-scale export of natural resources such as minerals, oil and gas, timber and fish, which make up a large and significant proportion of the government's revenue. The most notable and recent large-scale project approved for Papua New Guinea is a USD 15 billion joint venture liquid natural gas (LNG) project. Additionally, investments in communication, construction and real estate have impacted employment in the formal sector; however, further growth in these areas is restricted by a shortage of skilled labour (DfCD, 2012). In 2015, the GDP rate was 9 percent, falling to 4.3 percent in 2016, largely due to the global fall in commodity prices (UN Papua New Guinea, 2017).

A decade of increasing economic growth did not translate into substantial reduction of poverty rates between 1996 and 2010, during which the poverty rate stayed at about 38 percent (UNDP, 2014). The proportion of the population living below the basic needs poverty line rose from 34 percent in 1996 to 36 percent in 2009/10, indicating that approximately 2.4 million people are living in hardship (Papua New Guinea Human Development Report, 2014). The majority of the population lives in areas of poor infrastructure and often rugged terrain, which gives them little or no access to basic services, such as health, education, sanitation and safe drinking water. Poverty is a contested term in Papua New Guinea, however. The absolute poverty seen in many parts of the world is not experienced in Papua New Guinea, or at least is hidden by subsistence food production. This also obscures the high levels of malnutrition and stunting prevalent in rural Papua New Guinea (Hurney, 2017).<sup>2</sup> The poverty experienced by more than 2.4 million people in the country is primarily due to lack of economic opportunity and insufficient income.

The country gained political independence from Australia in 1975, and was divided into four regions (the Highlands, Islands, Momase, and Southern regions) and 21 provinces plus the National Capital District, where the capital city Port Moresby is situated. Each province is divided into electorates that have respective members of parliament (MPs) and a provincial MP who also serves as the governor of the province (DfCD, 2012). Papua New Guinea has a highly decentralized and complex system of governance, with 21 provinces, 89 districts, 313 local level governments, and 6 131 wards (UN Papua New Guinea, 2017). This is attributed to Papua New Guinea's diverse cultural groups, which retain a stronger allegiance to the sub-national level than the national (UNDP, 2014).

## 2.3 Demography and population dynamics

According to the 2011 National Census, Papua New Guinea has an estimated total population of 7.2 million people, at a growth rate of 3.1 percent (2011 census). The demographic profile indicates a young population, with 76 percent of population being under the age of 35 years and 35 percent under the age of 15 years (UNDP, 2014). Fifty-two percent of the population are men and forty-eight are percent women. Life expectancy improved from 58.7 years in 2000 to 63.1 years in 2013 (UN Papua New Guinea, 2017).

Papua New Guinea's demography is characterized by low levels of literacy, a high dependency ratio, high unemployment rates and a high cost of living, exacerbating inequality. The majority of the population, 87 percent, lives in rural areas, occupying diverse islands and rugged terrain (World Vision Australia, 2013). Rural poverty continues to be a significant issue for Papua New Guinea, exacerbated by difficult terrain and poor infrastructure, which make it difficult to access or deliver basic services such as health and education.

The Papua New Guineans who live in rural areas are socially organized into clans on communally owned land across 6 131 wards, 313 local level governments (LLGs), and 89 districts within 21 provinces (DNPM, 2015; UN Papua New Guinea, 2017). Clans inhabit

<sup>2</sup> Short Changed, the Human and Economic Impact of Child Malnutrition in Papua New Guinea

long-standing customary land, and tribal identities and practices remain fundamental to Papua New Guinean society. Some remote Papuan tribes still have very little contact with the outside world. The indigenous population of Papua New Guinea is one of the most heterogeneous in the world, with approximately 312 diverse indigenous tribes and 836 distinct Indigenous languages. English is the official language of business, with *Tok Pisin* and *Hiri Motu* used as lingua franca. Most of the population is nominal Christian (World Bank et al., 2012).

## 2.4 Health

In Papua New Guinea's, women and children suffer from serious health-related disadvantages. Child mortality rates are high, with one out of every thirteen children dying before reaching the age of five (NDoH PNG, 2010). The risk of maternal death has increased due to a combination of high fertility levels and lack of skilled health personnel, who attend only an estimated 53 percent of births (NDoH, 2012). For both women and men, the major causes of morbidity and mortality are communicable diseases such as malaria, tuberculosis, diarrheal diseases, and acute respiratory disease (NDoH, 2010). HIV/AIDS is also highly prevalent, affecting nearly 1 percent of the adult population (CEDAW Report, 2010). In 2013, a reported 0.94 percent of pregnant women attending antenatal clinics had HIV (NDoH, 2010). There are signs of progress, with declining malaria rates and improvements in the care and treatment of HIV/AIDS, which recently moved from classification as a generalized epidemic to a concentrated epidemic (WHO, 2014; WHO, 2010). Overall, however, the situation remains dire and is deteriorating on many other indicators (Adu-Krow and Sikosana, 2015). Progress in the delivery of better health care in Papua New Guinea is significantly limited by multiple, interrelated factors, of which the most basic are availability of resources and accessibility of health care.

The accessibility of basic services by many rural communities is constrained by the topography of the country, which affects both the availability of health workers and the delivery of supplies (Office of Development Effectiveness, 2009). The percentage of GDP expenditure on health care is low by international comparison (World Bank, 2016) and the available funds are vulnerable to systemic corruption in the medical/health care system (Human

Rights Watch, 2015). Despite high demand, less than 50 percent of the population has access to primary health care (Hurney, 2017).

Malnutrition continues to be a significant impediment in the social and economic development of Papua New Guinea, as highlighted in the National Nutrition Policy 2015–2024 (DoH, 2015). The Papua New Guinea Household Income and Expenditure Survey 2009–2010 indicates that malnutrition in the country remains prevalent and severe, and varies across the regions (NSO, 2012).

## 2.5 Education and literacy

A significant gender gap in education and literacy remains an issue in Papua New Guinea (Government of Papua New Guinea, 2009). The male child is given preference over the female child in education. Boys generally have better access to primary school, accounting for 53 percent of enrolments as opposed to 47 percent of girls (DNPM, 2010). There are greater opportunity costs in sending girls to school. Girls are often required to care for younger siblings while their parents work in agriculture. The gender disparity increases in higher education, where men account for 63 percent of total enrolments and women for only 37 percent. Disparities in physical access to and completion of education persist and widen as the education cycle progresses. Limitations of existing policy as well as challenges in implementation contribute to persistent gender disparities in access and completion rates (DfCD, 2012).

Enrolment of girls is also affected by the distance of schools, especially in remote and rural areas, where students are often required to travel long distances to attend school. Parents' concern for security and safety of girls is a major factor preventing their enrolment in and attendance of schools, especially at the secondary level (DfCD, 2012). The high level of sexual violence is also a key factor affecting enrolment since girls are at risk of such violence while commuting and while at school.

## 2.6 Employment

The 2000 census showed that 2.4 million people out of the total population of 5.2 million were employed (National Census, 2000). About 10 percent of those employed were in formal employment, while



67 percent were employed in subsistence or semi-subsistence agriculture (compared to the 1990 census, which showed 18 percent of the population engaged in formal employment and 74 percent employed in subsistence or semi-subsistence agriculture). The figures confirm that the country's population increase from 1990–2000 was not matched by growth in formal sector jobs.

In 2007, 76 000 public servants were employed in the public sector (which has the largest proportion of formal sector employment) (JICA, 2010). Out of the 76 000 public servants, 25 percent were women, and only 12 percent of these were in executive positions such as departmental secretary or deputy secretary. There had been no significant change in the gender composition of the country's labour force over the past decade (National Statistics Office, Household Income and Expenditure Survey 2011). The 2000 census also revealed that less than 5 percent of total employment was in the mining, manufacturing and construction sectors, with the agricultural sector contributing over 71 percent and the services industries accounting for the remaining 24 percent (National Report, 2011).

Access to opportunities and productive resources is made difficult by geophysical factors, such as high and rough mountain terrains, large maritime zones and indented plains with swamps and rivers, and an underdeveloped transport system.

Unemployment among youth is high. Many young people, mostly men, leave rural areas in the hope of finding paid jobs as unskilled labour in towns and cities. With limited job markets, the majority remain unemployed. Some engage in unlawful activities, which exacerbate law and order problems in the cities and nationally.

The informal sector is dominated by the rural population who tend to be involved in subsistence and semi-commercial activities (DfCD, 2012; ADB, 2012). There has been, however, a gradual increase in micro-, small- and medium-scale business enterprises by indigenous people and women, both in rural and urban areas. The national government sponsored a Papua New Guinea SME Policy 2016 providing enablers for SME development, including in the agricultural sector (Ministry of Trade, Commerce and Industry, 2015).

Gender norms and attitudes constrain women's work and economic opportunities and remain barriers to productivity. Although participation rates in the labour force are relatively even, men are almost twice more likely than women to hold a wage job in the formal sector and women are three times more likely than men to work in the informal sector. Men tend to work longer hours in economically profitable activities, (almost triple in cocoa- and coffee-related activities), whereas women are mainly responsible for domestic activities. The average number of hours women work in cocoa-growing areas, including all hours worked (productive and reproductive work) is 2.7 hours more than men per day. This disproportionate burden of domestic work limits women in substantively engaging in more value-added agricultural activities.

Gender-differentiated domestic work burdens affect the ability of women to allocate their labour to the cultivation, harvesting and processing of coffee and cocoa (World Bank *et al.*, 2012). While women comprise over half of the agricultural workforce (ADB, 2016a), crops typically cultivated by women tend to be valued at only half as much as crops typically cultivated by men. Examples of the crop types cultivated by women are food crops such as sweet potato, banana, taro, yam, edible greens, vegetables and fruits. Women and youth complain about what they perceive as the unfair distribution of coffee income by the male head of the household, in which benefits are not shared equally. Women's work is geared more towards other agricultural activities such as running their own businesses as possible, which provides them with a more direct gain, whereas men tend to focus on cocoa or coffee production (World Bank *et al.*, 2012). Women's access to knowledge and skills is limited, as gaps in education, literacy, skills, safety and security issues and participation in extension and training activities persist (World Bank *et al.*, 2012). The 2009–2010 Papua New Guinea Household Survey reported that women are don't like to work far from home, late at night, or even engage in such ordinary activities as shopping, driving or fetching water due to personal safety concerns security threats (NSO, 2012).

## 2.7 Women's voice and political representation

Women in Papua New Guinea are largely absent from participation in political and administrative governance at all levels. The 2017 national elections saw no women elected to Parliament. Gender constraints such as culturally embedded patriarchal norms prevent women from participating in political life and holding office. Other decision-making structures, including those in customary, religious and private spheres, are also male-dominated. The Government of Papua New Guinea has introduced policies to promote gender equality (SPC, 2012). The Gender Equity and Social Inclusion (GESI) policy (DPM, 2011), for example, includes targets to increase the participation of women within the public sector and the number of women in public service leadership positions to 30 percent. Women are increasingly recognised as leaders. With the assistance of development partners, donors and the private sector, they are developing skills to move into elected office and other formal positions of authority (USAID, 2013). In 2004, only 10 women village magistrates served in Village Courts, but as of 2012 more than 700 women were magistrates and another 300 were appointed as clerks and peace officers, representing 8–10 percent of the total corps of magistrates and officers (USAID, 2013). Despite this progress, sociocultural attitudes of men (and women) still remain barriers to women playing a greater role in leadership and decision-making. Other barriers include low education attainment and limited access to financial resources (SPC, 2012).

## 2.8 Basic infrastructure

About 87 percent of Papua New Guinea's population lives in rural areas, which are marked by poor infrastructure, rugged terrain, large rivers and swampy conditions. This often limits rural inhabitants' access to basic services, such as health care, education, sanitation and safe drinking water (Pryke and Barker, 2017). With an estimated 600 islands and a topography of 4 500 meters above sea level, providing and improving transport infrastructure is a significant challenge in rural areas (Lawrence, 2017). Health centres and schools are often cut off from supply chains and so can take months to replenish. The physical isolation of most rural communities is a major challenge for the Government of Papua New Guinea in expanding access to and maintaining basic social services and infrastructure.

In 2014, one third of the rural population and 88 percent of the urban population had access to clean drinking water sources; 13 percent of the rural population and 56 percent of the urban population accessed improved sanitation facilities; 50 percent of health- and education-related institutions had access to safe drinking water (DNPM, 2015).<sup>3</sup>

Several key services, such as extension or financial services, are either absent or not readily available for women. In 2013, 35 percent of the population subscribed to mobile telephones, 30 percent were covered by at least a 3G network (proxy to internet coverage), and 15 percent had access to internet (mobile and fixed broadband). Under its Information, Communication and Technology (ICT) policy, the Government aims to provide cost-efficient, reliable and effective ICT services through the development of ICT infrastructure in the public and private sectors. This will help to bridge the ICT divide between communities and overcome some of the communications barriers created by geographic isolation in the country (DNPM, 2015).

<sup>3</sup> Data was not available for percentage of households accessing safe water supply and practicing total sanitation or for the percentage of education and health institutions with hand washing facilities.



# 3

## GENDER ANALYSIS OF AGRICULTURE AND THE RURAL SECTOR





### 3.1 Agriculture and rural development

The socio-economic growth of Papua New Guinea is driven by the agricultural sector, which contributes nearly 28 percent of the GDP,<sup>4</sup> providing employment and livelihoods for 87 percent of the population in rural areas. The rural economic sector is predominantly comprised of subsistence and semi-subsistence farming. There is limited commercial farming activity, most of it in the realm of the informal economy. A number of systemic challenges serve as barriers to growth of the rural agricultural sector, including traditional farming approaches resulting in low productivity, lack of quality inputs and extension services, poor access to markets and credit facilities, and lack of supporting infrastructure for transportation (UNDP, 2016a).<sup>5</sup> Although the sector has strong potential for growth, achieving such would require consistent government support for and investment into commercial farming activities, including establishing an adequate supply chain for domestic and international markets and investing in the emergence of value-added industries. Improvements to roads, bridges, extension services and access to markets, with appropriate regulatory policies, would provide a more conducive environment for the sector to grow (UNDP, 2016a).

The total income of the rural population from different agricultural activities over the period of 1990–1995 was about PGK 200 million<sup>6</sup> per year (Allen *et al.*, 2009).<sup>7</sup> Arabica coffee generated the highest income, providing 33 percent of all income from agricultural activities, followed by fresh food sales (22 percent), cocoa (11 percent), betel nut/betel pepper (10 percent), copra (8 percent) and oil palm (3 percent). Sales of fresh food provided cash income to more households than any other activity. More than 90 percent of rural villagers derived their income from this source. This was followed by Arabica and Robusta coffee (53 percent of rural villagers), betel nut and betel pepper (35 percent), cocoa (27 percent), firewood (23 percent), tobacco (19 percent), copra (17 percent),

fish and shellfish (13 percent), and cattle (11 percent). Sales of Arabica coffee and oil palm each gave the highest returns per person (PGK 47/per person/year), followed by copra (PGK 31), cocoa (PGK 26), betel nut and pepper (PGK 18), and fresh food (PGK 15). Overall trends remain consistent even though kina returns per rural households are higher now than in the 1990s (Allen *et al.*, 2009).

Farmers' attempts to diversify their sources of income are hindered by their limited financial capacities. For instance, lack of means to access agricultural inputs results in low usage, which in turn results in low productivity. Environmental factors also severely constrain agriculture in Papua New Guinea, including excessively high rainfall, steep slopes, inundated land and extensive cloud cover (Bourke and Harward, 2009). Lack of understanding of global phenomena such as the rapid changes in climatic patterns due to global warming, price fluctuations due to the balance of trade, and price movement due to consumer behaviour based on Consumer Price Index baskets and incomes levels exacerbates the plight of rural farmers. Most of the landmass in Papua New Guinea is under forest cover, although its share is decreasing due to deforestation, which results in nearly 1 percent being lost annually (DAL, 2007). A few studies indicate that around 7 percent of the land area in Papua New Guinea may be classified as high quality for agriculture, and there is scope to increase the proportion of arable land without resorting to deforestation (Internal Revenue Commission, 2018). The production of food crops and commodities saw a modest increase in the last few years. In particular, export-oriented cash crops such as oil palm, meat and fishery products reported strong growth. This has been supported by improved farming and irrigation methods such as increased use of composting, the planting of trees on fallow land and crop rotation to improve farm productivity, particularly for export-oriented cash crops. However, farming and irrigation for a majority of other crops continue to rely upon traditional methods (Internal Revenue Commission, 2018).

<sup>4</sup> World Bank Development Indicators

<sup>5</sup> The report cited here, *Seeding Social Entrepreneurship in Papua New Guinea*, documents the findings for impact enterprises in Papua New Guinea across six sectors: agriculture, clean energy, education, financial inclusion, health care, and water and sanitation. It highlights the market potential, opportunities and challenges for each of these sectors.

<sup>6</sup> The kina (PGK) is the currency of PNG. One Papua New Guinean kina equals USD 0.29 as of July 2019.

<sup>7</sup> This is based on the most recent estimate of cash income of rural villagers from the sale of agricultural produce for the period 1990–1995, by Allan *et al.* Accurate data on the value of village agriculture output is limited; the last formal survey of subsistence agriculture in Papua New Guinea was carried out in 1961–1962.

### 3.2 Rural women's engagement in agricultural sub-sectors

Rural women play multiple roles simultaneously, including managing triple responsibilities in their work places, households and communities. They take on the primary responsibility to ensure that the nutritional, childcare and health needs of their families are fulfilled, in addition to the community, social, and cultural roles they are expected to perform. Given these multiple roles and duties, rural women lack the time to participate in other opportunities that could potentially help to enhance their knowledge, skills, and self-esteem. Women disproportionately bear the consequences of alcoholism and addiction of household members as compared to men, as well as facing higher rates of domestic violence (ADB, 2012).

Pigs, chickens, cattle, sheep, goats, ducks and rabbits are the most important forms of livestock in Papua New Guinea, and rural women are the ones primarily involved in and responsible for rearing these animals. According to the 2000 census, around 45 percent of total rural households in Papua New Guinea are engaged in some form of livestock production. An estimated 25 percent are engaged in poultry production. Most of the animal rearing activity in villages is still traditional and for subsistence purposes, mainly managed by women. However, there are indications that traditional practices are increasingly making way for more commercial and modern practices, with greater opportunities for income generation (Bourke and Hardwood, 2009).

#### 3.2.1 Gender and crops

Those living in highly marginal environments suffer from periodic food shortages. As a buffer against such risks, production of staple food crops such as sweet potatoes, potatoes, yams, and bananas, involving traditional systems of shifting cultivation, remains the most important economic activity for rural Papua New Guinea, especially for rural women. Women engage mostly in growing and selling fresh food crops (as opposed to cash crops such as coffee, cocoa, copra and vanilla) and are responsible for most of the planting, weeding, and harvesting of these crops. The sale of fresh food crops in local or urban markets generates cash for women and their families. Women tend to sell fresh food crops in local or urban markets, while men tend to be more involved in long-distance marketing, such as taking highlands produce to Port Moresby or Lae markets for sale. Such a division of duties has implications for economic equality,

as women earn less from their sales at local markets than men earn from selling export cash crops. Women are also likely to be paid less than men in formal settings such as plantations, as well as being discriminated against in other ways (Bourke and Harward, 2009).

Among the reasons that women are largely limited to production and sale of fresh food crops is a lack of opportunity to engage in production and sale of cash crops. Women are also limited in their ability to travel greater distances, for instance, to urban and regional markets, for various reasons, including security. However, as Papua New Guinea experiences a gradual shift toward commercial to intensive farming, this may open up new opportunities for rural women, for instance in the adoption of improved farming and irrigation methods, if adequately supported.

#### 3.2.2 Gender and fisheries and aquaculture

Papua New Guinea covers an estimated 3 120 000 km<sup>2</sup> of marine waters, with a 200 mile declared fishing zone and largely unpolluted coastal waters (FAO, 2018). From the shallow waters to the deep sea, Papua New Guinea's marine water systems have an abundance of reef fish species, and its vast economic exclusion zone includes some of the most productive tuna fishing waters in the world. Fisheries contribute greatly to household subsistence and livelihoods in Papua New Guinea and are a major contributor to the country's overall economy. Both men and women participate in the sector, although in different ways. Men mostly engage in fishing for income generation. They may spend time away from home in pursuit of larger catches. Women, on the other hand, are more likely to fish for family meals, and because they have other household responsibilities, they are more likely to fish closer to home. Generally, women have lower catches because they stop fishing once they have enough to feed their families or to exchange for other foods such as sago, taro and vegetables, while men tend to fish for surplus to sell (ADB, 2006). Aquaculture is a vital economic sector with a notable potential to contribute to women's economic and social empowerment (JICA, 2010). Women in Papua New Guinea are strongly present in post-harvest nodes of value chains (such as selling in local markets), but also play key roles in fish processing (including smoking and drying) and in collecting seafood (mussels, clams) in coastal areas. Furthermore, women are mainly responsible for trade, and for sustaining fishing households and communities (e.g. through childcare, among many other roles performed).

It is predominantly women fishing in the inland rivers in Papua New Guinea, with limited processing equipment, materials and facilities. There is potential for increasing income generating and employment opportunities for both coastal and inland communities, particularly for women. Developing the fisheries sector will serve the dual purpose of improving nutritional status and household incomes (DAL, 2019).

### 3.2.3 Gender and forestry

The forests of Papua New Guinea cover approximately 60 percent of its total land area (which is about 29 million hectares of land). Both women and men living in forested regions of the country depend on forest resources for many livelihood needs. In many Papua New Guinean societies, women make extensive use of forest resources for food, firewood, medicine and materials for handicrafts. Forests are also used for activities such as hunting, cutting trees for building materials and clearing for new food gardens, which tend to be performed by men. Sago palms provide the staple food resource in swampland forests in riverine areas. Both women and men cooperate to produce sago. Men cut down and split the palms and construct sluices, while women extract, wash, store and cook the sago starch. Coastal communities depend heavily on mangrove forests, which play very important ecological and cultural roles. Women harvest various mollusc and crustacean species from these areas for food, as well as for sale if there are accessible markets. Mangrove forests serve a wide range of other uses as well, including providing wood for house construction and fuel, serving as breeding grounds for fisheries and reducing coastal erosion from the action of sea waves and tidal movements (PNGFA, 2011).

## 3.3 Gender disparities in agriculture and the rural sector

### 3.3.1 Gender and rural finance

There are important gender-specific barriers to accessing finance (or extension services), as women tend not to own the land, fixed assets, or other resources that are needed to meet collateral requirements. Understanding the economic performance of women is key to removing the legal, social, financial and educational gender-based barriers that are pervasive. It is therefore necessary to collect, analyse and use sex-disaggregated data to track

progress, as well as to tackle the discrimination they face. The 2012 Economist Intelligence Unit's Women's Economic Opportunity Index places Papua New Guinea at 125 out of 128 countries.<sup>8</sup> Papua New Guinea is also a poor performer on UNDP's Gender Inequality Index. Due to the lack of recent and relevant data, the country's Gender Development Index (GDI) score was not calculated in the HDI for 2017. However, the HDI for 2014 rated Papua New Guinea's GDI at 133 out of 149 countries (UNDP, 2014).<sup>9</sup> Working effectively to improve such rankings will contribute to economic growth, as productivity and income are raised where women's skills and talents are used more fully, and where inequity is addressed. The East Asia Pacific Gender companion to the World Development Report (WDR) 2012 on Gender Equality and Development (Mason *et al.*, 2012) states that promoting gender equality in economic opportunities promotes better development outcomes, including higher productivity, increased growth and faster poverty reduction.

Because women find it more difficult to access credit than men in Papua New Guinea, only 30 percent of all customers of financial inclusion services in the country are women (UNDP, 2016a). Even though large parts of Papua New Guinea are matrilineal, men are seen as household heads and primary decision-makers. Women have less access to, and control over, the resources needed for their economic autonomy, such as financial services.

The Bank of Papua New Guinea (BPNG) estimates that only 14 percent of women are able to secure loans, compared to 20 percent of men. Reasons such as limited economic opportunity and lack of education and financial literacy contribute to the low access of financial services by women. The Government of Papua New Guinea, supported by donors such as ADB, Department of Foreign Affairs and Trade (DFAT), NZAID and UNDP, has launched multiple policies and projects to enable financial inclusion of underserved communities and women. Women form 46 percent of the informally employed population (UNDP, 2016a) and the Government of Papua New Guinea is keen to improve women's financial literacy and to reduce perceived risks in providing banking services to women. In line with the Maya Declaration on financial inclusion, the National Informal Economy Policy aimed to provide bank accounts to 50 000 women by end-2015.<sup>10</sup>

<sup>8</sup> See [https://www.eiu.com/public/topical\\_report.aspx?campaignid=weoindex2012](https://www.eiu.com/public/topical_report.aspx?campaignid=weoindex2012).

<sup>9</sup> See [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/PNG.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/PNG.pdf)

<sup>10</sup> Asian Development Bank, Pacific Financial Inclusion Programme and Development Policy blog



### 3.3.2 Gender and employment in agriculture

The agricultural sector is key for employment and income generation in Papua New Guinea, but faces a number of challenges in providing gender-inclusive access to employment and economic resources (Bourke and Harwood, 2009). Agricultural labour in most parts of Papua New Guinea is shared, as men and women work together in their gardens, dividing the labour and sharing local knowledge and skills for planting, harvesting, etc., but their specific tasks and activities differ. Men usually undertake work related to clearing, fencing and preparing the land for planting of crops, etc. Women clear slashed materials (grass, leaves, etc.) and heap them for burning later. They also tend to be responsible for planting, weeding and harvesting of crops, assisted by other women in the family or from the village (Bourke and Harwood, 2009). In some parts of the country (depending on the culture or customary practices of the area), women are restricted from planting certain crops, such as yams and potatoes, at certain times. For example, if a woman is menstruating, she is restricted from entering the garden or touching certain crops.

Labour is usually given free to the family or clan with the unspoken understanding that it is reciprocal and is usually compensated through meals, that is, after the task for the day is accomplished. Farming families tend to seek ways to move from semi-subsistence farming to higher income generating activities. Capacity building in Papua New Guinea focuses mainly on technology transfer and the production of cash crops, primarily benefitting men, who typically control production of such cash crops. It has often excluded women, whose significant engagement is precluded by their low literacy, low education, family responsibilities and daily work on subsistence crops. The level of intensity of the system organized for the family garden or farm influences the time men and women dedicate to various activities. Where land use is more intensive, women contribute more labour. In more intensive systems, fields are cleared and fences are rebuilt only once every five to ten years. Production becomes a continuous cycle of tilling, planting, weeding and harvesting, most of it done by women. In these systems, it is women who work continuously on the land, leaving men with more time to spend negotiating exchanges and to become involved in cash cropping. Women also carry most of the food and firewood to the home and are responsible for raising

and feeding pigs and other livestock. These demands are in addition to the work required to care for children and to prepare and cook food at the end of the day. As primary caretakers of their children and families, the daily food production and consumption decisions of women have important implications for the overall wellbeing of their families. Women are also much more likely to spend additional income on food and healthcare than men. This means that interventions to increase women's incomes are likely to have a direct impact upon their children's and families' health and nutrition. In addition, women's heavy workloads affect their nutritional health and overall well-being (DAL, 2018). Given the significant time constraints on women, interventions that affect women's time allocation can help improve their own nutrition as well as that of their children. Improvement of village water and firewood supplies, including bringing them closer to villages, and increased support for labour-saving farm technologies would help to reduce women's workloads. Also important is the provision of healthy and efficient energy sources and cooking facilities.

### 3.3.3 Gender and representation in rural organizations

Women are more likely to run their own business alongside other farming activities (e.g. alternative crops) than to work with men in commercial value chains such as in cocoa or coffee (World Bank et al., 2012). There are many women's groups, associations and cooperative societies that have increased in number over the last 8–10 years in many Papua New Guinea communities. A number of these groups or organizations are led by strong and active women leaders in the agricultural sector and are supported by development and donor partners who are committed to encourage and advocate for women's rights in the agriculture and rural sector. In the face of many challenges, there is the impulse for these groups to work together and support each other to reach the next level. There is not much support for downstream processing of vegetables and fruits, but an abundant supply of local staple foods such as banana, cassava and yams, which can be processed into, for example, banana and cassava chips. Fruit such as pineapple, pawpaw, etc., which are also in abundance, can be processed into products such as jams and puddings, which might be a way for women's organizations to work together on future business development (World Bank et al., 2012).



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### 3.3.4 Gender and land rights

Land is a crucial resource for rural poverty reduction and for food security. However, customary law still strongly governs land use in Papua New Guinea. About 97 percent of the land is under customary ownership, mostly in the rural areas where 87 percent of the country's population lives. Twenty-seven percent of this land is arable, of which only about 8 percent is cultivated (i.e. less than 2 percent of the total land mass). Although women generally have access to land, they have limited control of it as compared to men, through traditional governance and organizational systems, which determine most (if not all) decisions pertaining to its use. In some areas, land ownership follows matrilineal principles, but even then, a brother of a female landowner is likely to influence the decision his sister makes in allocating land. Household decisions are family-based and may not always recognize the power of women within a matrilineal society (World Bank *et al.*, 2012).

The land held under customary tenure is controlled by different clans (*wantok*). While women typically have user rights to cultivate land, gather forest products and fish or collect marine resources, they rarely hold ownership rights or have associated control over productive resources. This tends to be the case regardless of whether an inheritance system is patrilineal or matrilineal. Planting annual food crops does not secure long-term user rights over land, unlike the planting of small plantations of perennial crops such as cocoa, coffee and coconuts. Food gardens (typically managed by women) are generally transient, whereas plantations of tree crops are semi-permanent markers of property rights and confer status upon the men who control them. When customary land is leased for plantations, logging or mining, or when access to marine and riverine rights are negotiated, women seldom participate in such negotiations. In patrilineal societies in particular, women are often excluded or have limited participation in decisions related to the ownership of customarily owned land. PNG's 2009 CEDAW Report states that women cannot enforce rights to land and property or claim income from cash crops or from land leases such as for mining, logging or infrastructure construction (UN CEDAW, 2009). Furthermore, women are not usually considered to have the right to claim a direct share of leases, royalties or compensation (World Bank, 2012) in such cases. However, there are now women in professional fields who are literate and with sufficient finances to access and thereby own property, including land.

### 3.3.5 Gender and food and nutrition security

Despite gender disparities and lack of acknowledgment of women's contribution to the overall development of Papua New Guinea, the traditional role of women as food providers for their families, and subsequently for society, makes them important partners in the agriculture and rural development sector. However, Papua New Guinea faces persistent institutional and governance challenges in creating an enabling environment that can foster, promote and enhance women's participation and recognition in food production systems and supply value chains. Such challenges range from traditional and cultural barriers to contemporary organizational structures at various levels and lack of policy implementation (NARI, 2002). As stated above, an estimated 83 percent of the country's food energy and 76 percent of its protein requirements come from subsistence food production (Bourke & Harwood, 2009). Approximately 70 percent of the total value of food consumed by rural households is produced from their own farms, indicating that agricultural productivity is closely linked with overall consumption and nutrition outcomes (IFPRI, 2018).

It was found that the majority of people do not consume adequate minimum calories to meet the daily calorie recommendations for a healthy life and this is critical, especially for children under 5 years of age, where approximately 7 percent are considered wasted. The survey also found that an increase in women's earning capacity changed the asset accumulation and money-spending decisions within their respective households, potentially affecting the nutritional status of household members. Female-headed households in cocoa-growing areas earn less income and have lower food sufficiency than male-headed households. Household welfare increases with women's control of the sale of cocoa and the management of money that comes from these sales (World Bank *et al.*, 2012). Malnutrition continues to be a significant impediment to the health of the population and to the social and economic development of Papua New Guinea (DoH, 2015). The Papua New Guinea Household Income and Expenditure Survey 2009–2010 indicates that malnutrition in the country remains prevalent and severe, and varies across the regions (NSO, 2012). The recently drafted National Nutrition Policy 2015–2024 also states that the problem of malnutrition continues to be a significant impediment to the population's health and to the social and economic development of Papua New Guinea (DoH, 2015).

### 3.3.6 Gender and agricultural technology

While traditional systems of shifting cultivation remain key for Papua New Guinea's subsistence livelihoods, a gradual shift is underway toward more commercial and intensive farming systems, and rural women are indicating willingness to adopt improved farming and irrigation methods. However, simple technologies for pre-harvest such as water irrigation systems, water pumps and tanks, and low-cost labour-saving technologies, are basically non-existent in rural Papua New Guinea. Women-friendly post-harvest technologies, which could help to advance downstream processing for many rural farmers, are also non-existent. Women owning a phone or having access to the internet in cocoa-growing areas significantly correlates with higher bargaining power of women in intra-household decision-making processes. There is a need to enhance access to and use of sustainable and innovative technologies by rural women and girls and to promote their skills development, digital literacy and financial literacy to support their labour market entry and livelihoods (World Bank *et al.*, 2012).

### 3.3.7 Gender and water and irrigation

Rights to water have important gender dimensions, as they are associated with rights to land. Women are more likely than men to collect water for household use, but are rarely considered to own the source. Questions of ownership usually only arise when a water source is acquired to feed a water supply system. In such circumstances, individual men or groups of related men are likely to assert ownership of it, and if it is to be developed for commercial purposes, then expect payment for its use (Schoeffel, 1995).

### 3.3.8 Gender and climate change

As a small island developing state (SIDS), adaptation to climate change and disaster risk management are important concerns for Papua New Guinea. Therefore, there is a need to build the resilience of rural women and girls to climate change and environmental degradation. Necessary measures include climate-resilient agricultural production that promotes agrobiodiversity and the promotion of gender-responsive disaster-risk reduction and humanitarian response through raising awareness of women and girls on climate change and its impacts. So far there is only limited analysis on the gender-differentiated impacts of climate change (including changing rainfall patterns, pest infestations and land use challenges) on rural livelihoods in Papua New Guinea. Even without detailed site-specific analyses, it is likely that as areas of land are rendered useless for agriculture by changed rainfall patterns or pest infestation, women will have to cultivate crops in more distant locations or on increasingly degraded land. Women and indigenous communities tend to be more vulnerable to climate change and associated disasters because social and cultural structures often place them in disadvantaged positions. In this sense, there is a special need to strengthen partnerships and collaboration among various actors – e.g. governments, donors, civil society – to address rural women's resilience and preparedness to climate change and disaster.

Climate change is affecting men and women differently. Their responses and capacity to adapt to climate change depends on individuals' access to resources, assets, information, services and decision-making power. It is therefore important to ensure equal access for women to productive resources and to climate-smart and labour-saving technologies and practices to build up the resilience of rural households and communities (FAO, 2018).



# 4

## POLICY AND LEGISLATIVE CONTEXT





#### 4.1 Brief history on the evolution of the women's movement in Papua New Guinea

Papua New Guinea's Constitution of 1975 emphasises equality for all citizens in all areas of life, including social, economic and political development, irrespective of race, tribe, place of origin, political opinion, colour, creed, religion or sex.

The women's movement in Papua New Guinea evolved over the years through interventions by different institutions at different times. An early influence was the formation of women's groups by churches, starting in the 1930s. Next came the post-colonial era of progressive thinking and institutionalization of women's issues. Most recent is the work on gender and women's issues being carried out by an increasing number of independent NGOs and community-based organizations (Maisonneuve, 2006).

The establishment of Papua New Guinea's first women's groups took place between the 1930s and 1950s through the teachings of the wives of early Christian Church missionaries teaching women to become better wives to their husbands and mothers to their children in lessons based on Biblical teachings. Religious and spiritual salvation was the focus, with women being taught to bake, sew, cook and care for children. More organized church women's groups emerged over the following two decades, mobilizing and taking on leadership, and participating more in civil society (Maisonneuve, 2006). Women's activism through church groups has been hailed as an empowering path and a "catalyst for change" in Papua New Guinea (see Dickson-Waiko, 2003; Korare, 2002; Scheyvens, 2003).

The Government of Papua New Guinea's National Eight Point Plan (NEPP) launched in 1973 had a section dedicated to women, encouraging their participation in social and economic development. Over the years this part of the NEPP was subjected to constant restructuring in an effort to keep up with the numerous external factors such as international congresses and conventions on women's issues (Brouwer *et al.*, 1998; Lee, 1985). Commitment to gender equality was reaffirmed in Papua New Guinea's National Constitution; the 1984 National Women's Development Program; the 1991 National Women's

Policy; and PNG's ratification of CEDAW in 1994 (Brouwer *et al.*, 1998).

The National Council of Women (NCW) was established as an NGO by an Act of Parliament in 1978, with financial backing from the government. Its mandated role was to act as the national coordinating body responsible for articulating women's needs to the government and for monitoring government action (Lee, 1985). Within a year, Provincial Councils of Women (PCWs) were set up as action arms of the NCW in the provinces. The role of PCWs was to link national and community (district, village, church) women's groups; to ensure that urban and rural women have equal opportunities to participate in and benefit from development; and to be the legally recognized voice of women in provincial parliaments, given that women are generally not in decision-making positions (Nakikus *et al.*, 1991; NCW PNG, 2000).

This network has continued to maintain close ties with governmental departments responsible for women's issues into the present. The NCW and its network have adopted the government structure consistent with the 1997 reform of the Organic Law for Provincial and Local Level Government (OLP & LLG). This was intended as a strategy to reduce geographical and infrastructural barriers in order for the intended benefits to reach women at the grassroots level. In the late 1980s, women's organizations such as Women in Politics, Women and Communication, Business Women Association, and Women in Law initiated by urban, educated women, emerged as NGOs with the aim of addressing women's under-participation in economic, political and business developments in the country. Similar developments were also happening in rural areas, in the form of village "mama" (mothers') groups, which were widespread in Papua New Guinea, even reaching women in remote areas of the country. While the vast majority of women's groups started off as church-based, some groups formed independently, as clan-based or project initiative-based groups. Grassroots women's groups continue to take part in initiatives such as income generation, self-help and skills development, addressing social, cultural and political issues which they see as important to them, their communities and to their country (Maisonneuve, 2006).



## 4.2 International commitments

The Government of Papua New Guinea is signatory to and has ratified a number of international conventions and treaties and regional policy frameworks on human rights and gender equality, committing itself to address these issues. However, translating these commitments into national policies, strategies, plans and programs with adequate budgetary support has proved to be challenging. Regular reporting on many of these commitments still remains a major challenge due to capacity and resource constraints. In addition, many women and girls, particularly in rural areas, remain unaware of the existing laws and policies that are meant to protect them and enhance their opportunities for increased participation. There is a lot more still to be done in the areas of education and awareness raising to reach the vast majority of women, men, boys and girls alike. The patriarchal cultural construct of most Papua New Guinea societies is constraining women's participation and challenging the dissemination of information that could contribute to effectively changing the mind-set of people, especially of men and boys.

The international treaties that the Government has ratified include the:

- Beijing Platform for Action (BPA) (1995)
- Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)
- Sustainable Development Goals (SDGs)
- International Convention on the Elimination of All Forms of Racial Discrimination (1982)
- Convention on the Rights of the Child (1993)
- International Convention on Economic, Social and Cultural Rights (2008)
- International Convention on Civil and Political Rights (2008)
- Convention on the Rights of Persons with Disabilities (2013)
- Commonwealth Plan of Action for Gender Equality 2005–2015
- Revised Pacific Platform for Action on Advancement of Women and Gender Equality 2005–2015 (RPPA)
- Pacific Plan (2005, revised 2007)

### 4.2.1 Institutional frameworks for gender equality and women's empowerment

In preparation for the International Year for Women in 1975, the Government of Papua New Guinea appointed a women's adviser to the Office of the Prime Minister in 1974 to coordinate events leading up to the event. A Women's Unit was then established within the Department of Decentralization, and 20 women's activities officers were appointed in all 20 provinces. The Unit was further reorganized and upgraded to the Women's Affairs Division under the Office of Youth and Recreation in 1983, following criticisms of the government's lack of resource allocation and concrete plans to guide its commitment. Around the same time, a National Women's Development Program (NWDP) was endorsed, leading to the appointment of 20 Women's Development Officers in the provinces (SPC, 2012).

The Gender and Development Division (GDD) later replaced the Women's Affairs Division, and was located within the Department for Community Development (DfCD). A major restructuring undertaken in 2002 negatively affected the GDD, leaving it with no financial resources for core activities and downgraded it to a branch within DfCD. The newly formed Gender and Development (GAD) Branch then became the focal point for women's affairs at the national level, responsible for gender mainstreaming activities across the whole government. GAD was mandated to work with provincial and district administrations and NGOs. However, it was unable to deliver owing to lack of technical and financial capacity, as well as a lack of authority to direct policy and programme responses. Any progress made was mainly credited to the influence and support of donors. Poor performance was assessed to be due to the lack of leadership and the absence of performance indicators to enable evaluation and monitoring of activities (SPC, 2012).

The Office of the Development of Women (ODW) was established in 2006 by the National Executive Council (NEC) (Decision No. 84) to increase the participation of women in influencing the "whole of government" in policy making and to enable women to benefit from the country's development process (CEDAW, 2008). The ODW is mandated to work with the NCW to increase the participation of women as beneficiaries and agents in social, economic, political and cultural development (SPC, 2012). The ODW advises on policy; implements gender mainstreaming in the government; conducts research, monitoring and evaluation; coordinates Papua New Guinea's commitments in

international agreements and conventions; participates in international forums; strengthens linkages between civil society organizations and the government; and enhances government partnership with NCW and other organizations (SPC, 2012). It works intensively in the social sector, addressing matters related to health, HIV/AIDS, education, governance and law, and in the economic sector, addressing issues in mining, transport, agriculture, fisheries, water and the environment.

Most government agencies also have gender focal points, although these lack authority and resources and rarely provide effective input for department policies and actions (SPC, 2012). The ODW is similarly regarded as lacking the influence, power and resources needed to mainstream women's issues.

The ODW, however, is mandated by the National Policy for Women and Gender Equality 2011–2015. The Policy is linked to Papua New Guinea's other development plans, including Vision 2050, which provides a 40-year development framework for improving the quality of life of the people of Papua New Guinea through better service delivery; the Papua New Guinea Development Strategic Plan 2010–2030, which focuses on poverty reduction; and the Medium Term Development Plan 2010–2015 which is a short-term plan for economic and social developments. The objective of the policy is to facilitate the development and implementation of programmes on gender equality and women's advancement, specifically to realize the government's commitment to gender equality and to transform gender relationships in all aspects of work and government, including in wider society. The ten action areas identified – each with an implementation strategy – include gender-based violence, health, HIV/AIDS, education and training, cultural norms and traditions, women's economic empowerment, fisheries, employment and conditions, decision making, political participation, agriculture and the environment (SPC, 2012).

The policy aimed to empower rural women through a community development approach, targeting educational and small-scale economic activities of households. The model was to have a strong connection to the Community Learning and Development Approach taken in the implementation of the Integrated Community Development Policy. The Department of Personnel Management is also

currently implementing the Gender Equality and Social Inclusion (GESI) Policy to address gender inequalities and discrimination in central agencies and the public sector through a whole of government (WoG) approach. The implementation started with the sensitizing of government officers, starting from the senior management level. The sensitization process includes gender-sensitive planning and budgeting and mainstreaming gender agendas within government departments and agencies.

The role of many other active women's NGOs and civil society organizations (CSOs) in promoting women's issues and concerns is also acknowledged as important to the work of gender equality. These initiatives are demand-driven and have independently emerged in various localities, especially in rural areas.

The Government of Papua New Guinea has formulated and implemented a number of reforms and policies over the last 40 years since the nation's independence. These policies and reforms have influenced the agricultural sector, affecting the rural population and economy. For example, the establishment of the Provincial Government system in 1977 was intended to make agricultural extension services such as agriculture training facilities and seedling banks more accessible to agricultural producers. However, the provincial extension services did not meet expectations, leading to lack of maintenance of the facilities, making accessibility to these services more difficult, especially for rural farmers (DAL, 2007). Commodity institutions were then established with the aim of taking over the responsibility of improving extension services to smallholder farmers. However, these different developments over the years have caused the agricultural sector to be disjointed and have not effectively facilitated the mobilization of resource support. Large numbers of organizations have led to an increase of functions and activities with insufficient funding, resulting in poor service delivery to smallholder rural farmers (DAL, 2007).

The government further attempted to improve the services for rural development through decentralization of powers and granting responsibilities to local level government institutions, through reforms to the Organic Law on Provincial and Local Level Government of 1995. The Medium Term Development Strategy (MTDS), however, describes the impact of OLP & LLG as having produced dysfunctional delivery systems.<sup>11</sup>

<sup>11</sup> Papua New Guinea Medium Term Development Plan, 2011-2015

This suggests, among other things, uncoordinated institutional governance and low and inconsistent prioritizing of funding by the Government of Papua New Guinea vis-à-vis the agriculture and the rural sector. The low institutional capacity in OLP & LLG in the management of resources for agriculture productivity has inadvertently fostered a dysfunctional delivery system in the agricultural sector.

### 4.3 Gender concerns in national legislation, policies and strategies

The call for gender equality and other human rights is enshrined in the first two goals of Papua New Guinea's national Constitution, which calls for "integral human development" and "equality and participation." The government has made some progress over the last few years in its effort to address gender inequality and women's rights in the country. These efforts are reflected in various policies, laws and strategies, consistently supported by donors, development partners and the private sector operating in the country. Relevant policies, strategies, plans and programmes include:

- Papua New Guinea Vision 2050
- Development Strategic Plan 2010–2030
- Medium Term Development Plan (MTDP)
- National Policy for Gender Equality and Women's Empowerment 2011–2015<sup>12</sup>
- Gender Equality and Women's Empowerment Policy
- National Strategy to Prevent and Respond to Gender Based Violence, 2016–2025
- Gender Equality and Social Inclusion Policy
- Gender and HIV/AIDS Policy
- National Food Security Policy 2000–2010 (updated for 2018–2027)
- National Agriculture Development Plan 2007–2016
- National Nutrition Policy 2016–2026
- National Food Safety Policy (draft)
- National Health Gender Policy (2014)
- National Strategy Plan on HIV/AIDS 2006–2010

- Papua New Guinea Child Health Policy (2009)
- Papua New Guinea National Early Childhood Care and Development Policy (2007)
- Infant and Young Child Feeding Policy (2014)

Other recent developments that have received strong support by development partners include:

- A proposed amendment to Papua New Guinea's Constitution, in November 2011, to reserve 22 parliamentary seats for women (through the "Equality and Participation Bill"). However, this was not passed.
- Support to women candidates through the "Practice Parliament Training" to prepare them to contest for the 2012 general elections. This resulted in a 300 percent increase in women being elected to the national parliament (i.e. three women were elected in 2012 compared to one in the 2007 elections); increased awareness at all levels regarding the capacity of women candidates; and nomination of and support for women candidates by at least ten political parties (UNDP, 2018).
- Capacity development of law enforcement agencies, particularly the police, to improve practices in addressing GBV. Police barracks commanders, chaplains and social welfare officers have benefitted from training and planning sessions. There is ongoing support for the development of a curriculum to train NGOs, service providers and networks addressing GBV issues.
- Ongoing initiatives by UNDP and various other development partners to gather evidence on the prevalence and effects of GBV in the country.
- UN Women's initiatives to make Port Moresby City (the capital of Papua New Guinea) safer for women and girls in partnership with the National Capital District Commission (NCDC). The programme has also gained the support of the current NCD Governor.

The overarching plans for Papua New Guinea as a country are: Papua New Guinea Vision 2050, Papua New Guinea Development Strategic Plan 2010–2030, and the Papua New Guinea Medium Term Development Plans. These plans are aligned toward national

<sup>12</sup> The Policy focuses on three main components: women's equality and representation; women's economic empowerment; and gender-based violence and vulnerability.



Table 2: Gender references in agriculture and rural development-related policies, legislation and strategies

Policies, legislation and strategies	Highlights for rural women's empowerment and gender equality
National Policy on Women and Gender 2011–2015	<ul style="list-style-type: none"> <li>• Promote partnership to improve and develop market facilities, effective transport systems, etc. to address food security issues affecting women</li> <li>• Conduct research and data collection on women's participation in agriculture</li> <li>• Strengthen existing women's credit facilities</li> <li>• Establish women's networks and women in agriculture mechanisms in the country</li> <li>• Support Fisheries Authority to focus on short courses for women to learn the various methods of fish preservation and processing</li> </ul>
National Agriculture Development Plan 2007–2016	<ul style="list-style-type: none"> <li>• Improve recognition of women's contributions to agriculture and natural resource management</li> <li>• Encourage more women to be involved in decision making in these industries</li> <li>• Increase the capacity of women to contribute to national government and industry agendas relevant to agriculture, fishing and forestry</li> </ul>
National Food Security Policy 2000–2010 <sup>13</sup>	<ul style="list-style-type: none"> <li>• Ensure maximum participation of women in all aspects of agricultural development, including research, extension, policy planning and implementation, education and training, and voluntary and formal organizations<sup>14</sup></li> </ul>
National Food Security Policy (2018–2027)	<ul style="list-style-type: none"> <li>• Foster strong public-private partnerships to leverage agriculture's potential to promote enhanced nutrition and health by linking profitable smallholder farming, efficient food value chains, women's incomes and child nutrition</li> </ul>
National Gender Policy and Plan on HIV and AIDS 2006–2010	<ul style="list-style-type: none"> <li>• Address gender inequality so women are able to take greater control of their lives in order to curb the spread of the HIV/AIDS epidemic</li> <li>• Mitigate the burden of caregiving on women and girls by providing practical supports to families and communities and promoting the role of men and boys in sharing the work of caregiving<sup>15</sup></li> </ul>
Medium Term Development Plan III (2018–2022)	<ul style="list-style-type: none"> <li>• Enhance equality of opportunities in employment, education and other socio-economic activity</li> <li>• Increase women's access to economic opportunities and awareness of their economic rights</li> <li>• Prevent and eliminate violence against women and children by strengthening legislation on family welfare and protection of women and children</li> <li>• Strengthen legislation to safeguard people from being stigmatized due to race, culture or religion</li> <li>• Promote women's political participation at all levels of government</li> </ul>
PNG National E-Agriculture Strategy 2017–2023	<ul style="list-style-type: none"> <li>• Empower women and girls to determine success in agriculture development through the application of suitable ICT tools and interfaces</li> <li>• Increase women's access to information and knowledge on good agriculture practices and innovations</li> <li>• Develop the capacities of women and youth capacities in ICT</li> <li>• Raise awareness about the gender gap in the technology sector and empower women and girls to benefit from the use of technology in agriculture advancement</li> </ul>

<sup>13</sup> FAO-Papua New Guinea recently undertook activities to renew the country's National Food Security Policy for the next 10 years. The process involved multi-stakeholder consultations resulting in a new policy framework for 2018–2027. The new policy gives emphasis to the empowerment of women in agriculture, focusing on increasing sustainable income generating activities for women.

<sup>14</sup> National Food Security Policy 2000–2010 (Sub-goal 6)

<sup>15</sup> Caring for family members with HIV/AIDS creates additional work to women's usual domestic and garden/food growing work, which is already labour-intensive in PNG. Informal caregiving also keeps women away from market economies and girls from attending school, overstraining them physically and emotionally, to the extent that their own health is also at risk (National Gender Policy and Plan on HIV and AIDS 2006–2010, pp. 9–10).

development, which invariably focuses on rural development. The PNG Vision 2050 promises a PNG society of “smart, wise, fair, healthy and happy” communities in 40 years. Of its seven pillars, wealth creation calls for a dynamic agricultural sector with sound strategies to bring about a five-fold increase in agricultural production between 2010 and 2030. This is expected to create an estimated 267 400 additional jobs and PGK 7.2 billion in additional national income by 2030 (FER, 2014).

The attempt to include gender issues since NEPP in 1973, including through the NCW in 1978 and the PCW in 1997, among many other policies enacted and international treaties signed, suggests that policy thinking and designs have taken into consideration the implications of gender roles in development for developing countries such as Papua New Guinea. According to the MTDP 2011–2015, inclusion of gender issues and specific programmes for women in urban and rural areas are being advocated for mainstreaming across all MTDPs for holistic development (National Planning, 2016). However, increased attention to gender equality will only be given if enabling sector governance and operational planning with resources available are in place to support and implement such policies.

All other development plans, strategies and programmes from various sectors, organizations, businesses, etc. are expected to align with these overall plans. Despite the overall goals of inclusive human development for all Papua New Guinea citizens, gender and women’s participation in agriculture and rural development

(ARD) are not clearly articulated in the overarching sector plans.

In addition to the National Policy on Women and Gender 2011–2015, the Government of Papua New Guinea developed a number of policies and plans that refer to the importance of women’s participation in the agricultural sector. However, the degree of implementation of these policies and programmes has been relatively low so far. For example, the “women’s space” created within the NDAL to satisfy policy congruence has not been adequately supported by the Government over the last decade. Such realities have contributed to the low level of implementation of government policies and programmes related to enhancing women’s participation in the ARD sector.

Women play a prominent but undervalued role in agriculture and the rural economy, especially in subsistence farming and food production for household consumption. Women’s participation and contribution towards GDP through agriculture-related employment in voluntary service for household wellbeing or paid service in formal employment is directly contributing towards the above policy objectives, although this needs to be better acknowledged.

#### 4.4 National plans and programmes for the enhancement of rural women’s empowerment and gender equality in agriculture and rural development

**Table 3: National plans and programmes for integration of gender equality and rural women’s empowerment in agriculture and rural development**

Plans and programmes	Highlights for rural women’s empowerment and gender equality
Pacific Women Shaping Pacific Development	This is a 10-year programme funded by the Government of Australia supporting 15 Pacific Island countries. It provides the opportunity for networking and linking with other women’s groups in the agriculture and rural sector. It builds on partnerships to promote information sharing. The programme has a database of and contact with many women’s groups and networks in the agricultural sector, which could be useful for both FAO and WiADU to build upon.
Productive Partnerships in Agriculture Project	Productive Partnerships in Agriculture Project (PPAP) is a World Bank-funded project with the aim of improving the livelihoods of smallholder cocoa and coffee producers, and promoting rural development and poverty reduction more broadly. Activities include distribution of tools and seedlings and providing training on gender and nutrition. Training programmes encourage family units to participate, providing labour input. This provides the opportunity for rural women (especially coffee and cocoa farmers) and their families to participate in training.

Frequent references by the Government of Papua New Guinea to the programmes/projects that prioritize gender and are supported by donors and development partners signal the important role they play in securing gender equality on the policy agenda. However, this can also be indicative of the need to strengthen ownership by the government in operationalizing, including through appropriate funding, its commitments at the international, regional and national levels. Impacts are yet to be significantly felt because gender mainstreaming as a strategy to achieve gender equality requires a whole of government approach, which is yet to happen (SPC, 2012).

#### 4.5 Gender analysis of National Investment Plans

One of the five objectives of the NADP 2007–2016 was to improve the recognition of women’s contributions to rural industries. The NADP explicitly recognized women’s challenges in access to and control over productive resources (land, water, labour, inputs and technology), services (extension, training and credit), markets and their limited participation in decision making. Women receive lower wages for agricultural labour, earn less than men from the sale of cash crops, are unequally represented in social forums, and are overlooked both as contributors and beneficiaries in productive economic activities.

However, there has been little progress in achieving the intended outcomes of the NADP, with only modest investment in inputs and activities. The priority development programmes did not include specific actions to lead to the intended outcomes. The NDAL established the Women in Agriculture Development Unit in 1996 but allocated only modest operational funding for it. The section has only been able to operate with support by projects financed by donor partners.

Greater effort is needed to mainstream gender across all national and provincial rural development planning and programmes. At present, women’s participation in the sector is mainly addressed in relation to food and nutrition, which is a minor element of sector programming. The women-in-agriculture networks developed over the last decade through the NDAL and provincial authorities did not become sufficiently

robust through effective integration into agricultural markets and production systems. Instead, their focus was on gender awareness and identification of potential farmer leaders in small, local groups. Provincial budgets did not provide the resources needed by local officers to undertake studies or to provide training for women’s groups on how to develop gardening skills into profitable businesses. Even when funding was available for technical extension, it was not matched by programmes’ resources to facilitate training on business planning and management, or arrangements to finance seasonal production.

The 2014 Financial Expenditure Review (FER) team proposed the establishment of an Agriculture Investment Corporation (AIC) under the Ministry of Agriculture and Livestock, chaired by the NDAL Secretary with board members with appropriate qualifications to assess investment proposals and monitor organizational performance. The recommendations of the 2014 FER for investment in the agricultural sector were: (i) specific provisions should be made to ensure that investments by the commodity boards and agencies that qualify as critical priority areas in the overall development plans of the Government are eligible for funding under the development fund of the Papua New Guinea LNG Sovereign Wealth Fund (SWF); (ii) an AIC should be established to remedy deficiencies in policy development, existing funding and governance arrangements that would then enable the commodity boards to play a more positive role in policy implementation and prudent resource allocation and utilisation in the development of the agricultural sector (iii) the proposed AIC should be structured to give priority to repair and upgrading of physical infrastructure of commodity boards and agencies, and establishing a contestable grants scheme to meet high-priority development needs in agriculture subsectors; and (iv) the AIC should be capitalized initially from NADP funds, proceeds from Sovereign Wealth Fund and projects currently funded under Public Investment Programme that are being implemented by commodity boards and agencies. Funding of the AIC should be accorded priority status in subsequent Medium Term Development Plans. Unfortunately, the recommendations of the 2014 FER for investment in the agriculture sector did not highlight gender issues.



# 5

## INSTITUTIONAL CONTEXT





The NDAL established the Women in Agriculture Development Unit (WiADU) in 2002, after it was endorsed by the National Agriculture Council in 1996. The specific role of the unit is to coordinate, facilitate and encourage the recognition of women's contributions to food security. This is to be done through intersectoral consultation on women's participation in agriculture in formal and informal activities, along with networking activities and dissemination of information to households. The unit is also mandated to analyse, monitor and evaluate progress on gender and women's issues across the agricultural sector in Papua New Guinea. However, lack of clear authority, technical skills and sufficiently allocated time and budget support over the last decade has affected the progress of the unit (DADB, 2012).

WiADU is an important stakeholder in the development of agriculture and promotion of women's empowerment within the sector. Its role provides the opportunity for the unit to coordinate policy objectives and outcomes aimed at enhancing women's (and youth's) participation in agriculture. The establishment of the unit was a positive step, but weak coordination and lack of strong leadership have contributed to funding and resource constraints since 2007. Hence the agriculture policy objectives to mainstream and address gender issues and empowerment of women have not sufficiently progressed through the work of the unit in the past 10 years.<sup>16</sup>

The NADP (2011–2016) implementation plan proposed that WiADU should be closely linked to the rural advisory and agriculture extension services at the province and district levels. It was anticipated that over a decade, programmes and activities would raise awareness on the negative impacts of gender inequality and on HIV/AIDS issues (National Agriculture Development Plan, 2007–2016). However, this has not been the case, and the limited progress that there has been was achieved through partnership with the National Capital District Commission (NCDC) Gender

Desk and the Fresh Produce Development Agency (FPDA) on the coordination of training in backyard gardening, livestock development and floriculture, targeting women participants in Port Moresby. Lack of resources and budget has also contributed to a disconnect between the WiADU at the national and provincial levels and other women's organizations that are active in mobilizing women in the agriculture and rural sector in various provinces and districts in the country.

An Agriculture Sectoral Committee (ASC) was also set up by an independent organization, the Consultative Implementation and Monitoring Council (CIMC),<sup>17</sup> in early 2000 with the aim of maintaining a sectoral committee membership or stakeholder's network. The committee was comprised of agriculture research and development organizations, agriculture educational institutions and government departments directly related to the sector, including the NDAL. This committee has been instrumental in setting up Women in Agriculture, an NGO based in Lae and supported by the National Agriculture Research Institute (NARI).<sup>18</sup> Other initiatives were introduced, including the Integrated Agriculture Training Programme through the University of Vudal and gender mainstreaming within the FPDA based in Goroka. There are also many other NGOs and civil society groups which support the work of women in the agriculture and rural development sector. All these efforts still need strong, committed leadership support in the sector to enhance partnerships and linkages to further support rural women to reach the next level.

Development partners and donors, including ADB, Australian DFAT, NZAID, the European Union, UNICEF, UN Women and UNDP, continue to play a crucial role in promoting gender equality as a key development consideration in policy dialogues, as well as concerns over human rights, human trafficking, discrimination against women, HIV/AIDS, women in mining, gender in education, health, family and sexual violence, sorcery<sup>19</sup>

<sup>16</sup> Based on in-depth interviews or personal communication with WiADU officials.

<sup>17</sup> The Consultative Implementation and Monitoring Council (CIMC) is an independent organization that brings together civil society, the private sector and government partners to develop policy and directly influence and monitor government decision making for the long-term development of Papua New Guinea.

<sup>18</sup> It is now a registered NGO called Papua New Guinea Women in Agriculture Development Foundation (PNGWiADF) with its Head Office in Lae still supported by NARI (for office space) and various other international as well as national partners. NARI uses the PNGWiADF network throughout the country to conduct trials of NARI's research on new planting material and food crops.

<sup>19</sup> In Papua New Guinea, sorcery refers to the belief in black magic, which is the use of supernatural powers for evil.





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and juvenile forum. Inter-ministerial meetings where gender issues are raised include meetings of the Steering Committee for the Technical Working Group on Higher Education, national development plan meetings, National Research Institution meetings on various gender-related topics, sector-wide meetings in the Education Sector Improvement Programme and inter-sectoral meetings coordinated by the Department of Community Development for the purposes of CEDAW reporting.

## 5.1 Analysis of institutions and inter-institutional mechanisms

There are many organizations, cooperative groups, government agencies and institutions addressing issues of gender inequality and working towards the empowerment of women in agriculture and the rural sector. Table 4 provides the list of institutions, organizations and groups that were consulted during the gender assessment in Port Moresby and the five provinces visited from August–September 2017. Also included in Table 4 are those that were not consulted but are seen as important partners for future collaborations.

Table 4: Stakeholder analysis in relation to gender equality and rural women’s empowerment

Name of institution	Main objectives/activities	Relevance for gender equality/rural women’s empowerment	Recommendations
NDAL Women in Agriculture Development Unit	To coordinate, facilitate, disseminate information on, provide policy advice on, and encourage the participation of women (and youth) in agriculture through the formal and informal sectors. It is also mandated to analyse, monitor and evaluate progress on gender and women’s issues across the agricultural sector in Papua New Guinea.	Provides policy advice on gender equality and empowerment of rural women/farmers.	Advocate and raise WiADU’s profile through production of information leaflets.  Develop database and information systems for WiADU.  Provide technical assistance through training to build capacity.
Department of Personnel Management (GESI branch)	To apply a “whole of government” approach for all government departments on gender-sensitization, including gender-sensitive budgeting, starting from senior/top management.	Provides GESI policy advice for the public sector, including rural villages, promoting opportunities for rural women/farmers.  GESI policy is applied internally within its 11 divisions for mainstreaming and policy compliance. The internal compliance will also entail the setting up of “village help desks” equipped with information on GBV and other important matters.	Support WiADU’s provincial network to provide information on Gender equality/rural women’s empowerment in the agricultural sector.  Support WiADU in providing information for rural farmers through “village help desks.”

Source: field consultations (August–September 2017)

Table 4: Stakeholder analysis in relation to gender equality and rural women's empowerment (*continued*)

Name of institution	Main objectives/activities	Relevance for gender equality/rural women's empowerment	Recommendations
Department for Community Development – Gender Desk	To provide policy advice on the implementation of the National Policy on Women and Gender 2011–2015. Implementation was carried out in partnership with other stakeholders as part of the integrated community learning programme. District focal points and agriculture extension officers were able to reach farmers with information relevant for agriculture and health.	Provided policy advice and supported implementation of the National Policy on Women and Gender 2011–2015.	Build relationships to keep abreast of current issues affecting women in other sectors.
Women in Agriculture Desk, Central Province DPI	To mobilize, manage and empower over 90 percent of women farmers in Central Province to actively participate in agriculture and livestock development activities with a focus on skills and knowledge enhancement.	Provides policy advice and capacity building for rural women farmers in Central Province.	Build relationships through the WiADU network.
National Capital District Commission – Gender Desk	Works in partnership with the UN Women's Safe City for Women and Girls Project. While the Gender Desk does not assist with agriculture any longer, it is actively involved in the registration of market vendors in the Gerehu and Gordons markets (two of the largest vegetable and fruit markets in Port Moresby). Vendors have formed associations in the markets and support one another in selling produce. The Desk provides training (in mind-set change and development) which targets male perpetrators of violence against women and girls.	Provides opportunities for education, awareness raising and information dissemination on gender equality. Rural and peri-urban women/farmers can be empowered through information on or development of market space and facilities.	Build relationship and maintain contact with the Gender Desk through the WiADU network for information on market space/facilities and development and training opportunities for women and girls in peri-urban areas in the outskirts of Port Moresby.

Source: field consultations (August–September 2017)

Table 4: Stakeholder analysis in relation to gender equality and rural women's empowerment (*continued*)

Name of institution	Main objectives/activities	Relevance for gender equality/rural women's empowerment	Recommendations
Climate Change and Development Authority (CCDA)	CCDA has broad powers over all climate-related activities in Papua New Guinea and oversees REDD+ programmes and policies. CCDA is also positioned to help guide gender mainstreaming and participatory stakeholder engagement activities, from requiring collection and use of sex-disaggregated data to stipulating inclusion of stakeholders.	Provides opportunities for inclusion of rural women and farmers in capacity building, consultation and demonstration activities.	Support WiADU network to provide education and awareness for rural women and farmers on issues regarding climate change and its impacts on agriculture and land use.
Papua New Guinea Forest Authority	The PNGFA was established in 1993 with the mission to promote the management and wise use of forest resources in Papua New Guinea as a renewable asset.	Encourages and empowers rural women to plant and farm trees, including fruit trees. The idea of "planting and banking on trees" can be explored further with PNGFA.	Build relationship and maintain contact with PNGFA. Support any community education, awareness, and information sharing with active women's networks and groups.
Fresh Produce Development Agency	FPDA's role is to provide information and advice to people involved in commercial farming of fresh produce (fruit and vegetable) in Papua New Guinea, and provide village extension work.	Provides opportunities for rural women and farmers to be trained in post-harvest handling and to access information on markets, as well as opportunities to learn more about food preservation, utilization and storage and the nutritional value of foods.	Support WiADU to develop a partnership with FPDA to address constraints such as formal market accessibility for rural women and farmers.

Source: field consultations (August–September 2017)



Table 4: Stakeholder analysis in relation to gender equality and rural women's empowerment (continued)

Name of institution	Main objectives/activities	Relevance for gender equality/rural women's empowerment	Recommendations
Papua New Guinea Women in Agriculture Development Foundation	PNGWiADF is a registered NGO with the aim of supporting women in their agricultural activities by developing and promoting programmes and activities that generate rural income earning and employment opportunities, reduce poverty and ensure food security. The Foundation currently has 123 registered groups and 18 associate members, representing more than 10 000 women across 20 provinces.	The vision is for Papua New Guinea families and communities to be prosperous and for women to be recognized as equal partners in agriculture development.	Provide technical support (seedlings, new technology, etc.) to both WiADU and PNGWiADF to work in partnership with and to continue to encourage and empower rural women and farmers.
East New Britain Women and Youth in Agriculture (ENBWYiA)	ENBWYiA is a cooperative NGO formed in 2006 with the objective of empowering women in the agricultural sector. The organization has built a strong network of women (and youth) who actively share and discuss skills, information, training and market opportunities. The organization is involved in floriculture, fresh poultry and fish, fresh vegetable produce, meri blouse sewing, screen printing and production of coconut oil. An affiliation fee is paid by the cooperative society groups in order to access ENBWYiA's services and products.	The sharing of information builds confidence amongst women and prepares them to see agriculture as a business, promoting women farmers from subsistence to commercial farmers. Women farmers and their families work cooperatively to improve food and income, thereby creating sustainable livelihoods.	Build relationship and partnership with ENBWYiA when opportunity arises for future collaboration in East New Britain Province.
Central Province Women in Agriculture Association Incorporated	The Association was registered with IPA in 2015. The presidents of the five districts in Central Province make up the executive team of the association. The organization is involved in floriculture, fresh fruit and vegetable production, etc.	Provides opportunities for women to share information and to learn new things to improve their livelihoods.	Build relationship through the Women in Agriculture Desk, Central Province DPI.

Source: field consultations (August–September 2017)

Table 4: Stakeholder analysis in relation to gender equality and rural women's empowerment (*continued*)

Name of institution	Main objectives/activities	Relevance for gender equality/rural women's empowerment	Recommendations
World Vision Papua New Guinea	WVPNG is an NGO that implements community-based intervention programmes covering food security, food preparation and diversification, nutrition, infant feeding, hygiene, water supply and sanitation. An important aspect of the project activities is the economic empowerment of women (both rural and urban) and their families.	Provides opportunities for sharing and learning new information and skills in the areas of health, hygiene and nutrition. The economic empowerment of women is an important aspect that needs continuous funding and support.	Build partnership through the new National Food Security Policy 2018–2027.
Advancing Papua New Guinea: Women in Leadership Network Inc.	This is an NGO focused on building capacity for women leaders, including in the LNG sites in Port Moresby. Almost 80 percent of their network is in the rural areas, covering 13 provinces in Papua New Guinea. Their own assessments reveal that women in rural areas need training in adult literacy and financial literacy.	Provides the opportunity for training and capacity building for women leaders, which contributes to gender equality and the empowerment of women (in both urban and rural areas).	The possible areas for collaboration and support are in post-harvest handling, downstream processing, and establishing suitable markets for rural women farmers.
New Zealand Foreign Affairs and Trade	The support from this donor is focused on increasing and broadening economic benefits and food security. They are working directly with the private sector to diversify and improve value-chains to improve returns for farmers, support programmes that are working with cash crops, and work with local authorities to improve fresh produce markets.	They promote and support activities that encourage the inclusion of all Papua New Guinea society, including inclusive sustainable economic growth. This is through the prioritization of the agricultural sector and gender equality.	Build relationship and keep open communication for the purpose of information sharing and networking.

Source: field consultations (August–September 2017)

Table 4: Stakeholder analysis in relation to gender equality and rural women's empowerment (continued)

Name of institution	Main objectives/activities	Relevance for gender equality/rural women's empowerment	Recommendations
Foundation for Women in Agriculture Development Inc. (FoWiAD Inc.)	FoWiAD Inc. is an NGO based in Maprik, East Sepik province.	Focused on downstream processing, including soap, noni juice, sago flour, cooking oil, body oil, etc. Received funding support from Kokonas Industri Koporesen (KIK) and the East Sepik Governor's office in 2013/14. The organization encourages family farming; so women are encouraged to bring their husbands (if they are married) to attend trainings together.	Build partnership and maintain contact for networking, if opportunity arises in East Sepik province.
Papua New Guinea Floriculture Association	PNG Floriculture Association is a local SME in the floriculture industry based in Port Moresby with a provincial- and district-level network.	The Association engages rural women in developing a business interest in the floriculture industry.	Build partnership and maintain contact for future project opportunities in the floriculture industry.
National Agriculture Research Institute (NARI)	NARI promotes innovative agricultural development in Papua New Guinea through scientific research, knowledge creation and information exchange.	NARI works with women using its smallholder family farming approach to disseminate information and adaptive practices learned through its research work.	Utilize and expand upon NARI's innovative agricultural development research work using extension approaches to increase learning through information exchange for farmers in Papua New Guinea.
Oxfam International Papua New Guinea	One of Oxfam's areas of development work is economic development, specifically in natural resources management, food justice and livelihoods.	Oxfam integrates gender equality into its development work because it believes that inequality traps people, including women, in poverty.	Learn from Oxfam's economic development approach.

Source: field consultations (August–September 2017)



Table 4: Stakeholder analysis in relation to gender equality and rural women's empowerment (*continued*)

Name of institution	Main objectives/activities	Relevance for gender equality/rural women's empowerment	Recommendations
Caritas	In agriculture, Caritas builds communities' skills in preparedness, resilience and adaptation. Caritas believes that if communities are given the skills, tools, seeds and finance to move beyond subsistence agriculture, hunger can be banished.	Caritas sets up community gardens, where women farmers in particular are encouraged to plant new and more varied crops.	Strengthen existing relationship created through the food security cluster coordination mechanism for future cross sharing of and learning from field experiences.
ExxonMobil Community Livelihoods Improvement Programme (CLIP)	CLIP's work involves capacity building of households to improve food security status, generate income, and embark on start-up enterprises.	CLIP is an initiative to increase the empowerment of women through the involvement of household groups undergoing a rigorous series of "learning by doing" activities in the field such as food and agriculture production, value-added farming techniques and others.	Draw from the sustainable agricultural experiences practiced in the CLIP household programme and apply in other locations in Papua New Guinea.
CARE International in Papua New Guinea	The organization's main focus is on reducing poverty and social injustice among remote rural communities.	CARE's primary approach to poverty reduction is through practical integration of women's empowerment frameworks into its work in agriculture.	Draw experiences from the women's empowerment approach initiative called the Family Business Management Training used in the sector and apply in other locations in Papua New Guinea.

Source: field consultations (August–September 2017)



# 6

## MAIN FINDINGS AND RECOMMENDATIONS





## 6.1 Main findings of the Assessment

- It is critical to recognize the key roles played by rural women in Papua New Guinea and to enhance public consciousness of the contributions of women to sustainable development. Lack of leadership and coordination of the agricultural sector at the national government and policy levels impede the empowerment of rural women and girls in the country. Fully supporting women to reach their potential in agriculture and to benefit from poverty reduction measures would address current challenges of low production and nutrition insecurity.

With the growing number of NGOs, CSOs, faith-based organizations (FBOs), private sector businesses, cooperative societies, etc., there is clearly a need to provide leadership and coordination at the national level for all activities targeted at improving livelihoods of both women and men in rural areas. In this sense, it is key to strengthen normative and legal frameworks and to ensure coordinated action to achieve gender equality and sustainable rural development.

- Rural women and girls in Papua New Guinea face persistent structural barriers that prevent them from fully enjoying their human rights and constrain efforts to improve their lives, but such barriers are rarely considered in policy making. There is limited access to information on various issues affecting women and families at the household level, along with a lack of generation and analysis of sex-disaggregated and gender data in the agricultural sector (e.g. regarding nutrition, SME opportunities, basic financial literacy, etc.). This impedes the implementation of an appropriate gender approach that includes rural women's needs and priorities in policies, programmes, plans, budgets, etc. Currently there is no adequate capacity within the NDAL to address policy challenges due to lack of evidence and awareness of gender equality issues. To implement policies for the social and economic empowerment of rural women, the absence of gender data should be compensated by the generation and analysis of sex-disaggregated

and gender statistics that capture women's and men's roles, responsibilities and contributions to rural development.

- Women in Papua New Guinea often travel long distances to look for water and food crops, exposing them to risks of harassment and compromising their safety. Reliable data on gender bias and violence against women and girls is needed to inform social protection, public services, and infrastructure policies to guarantee their safety and support a gender-responsive design and implementation of social protection systems.
- Women tend to work in some of the most labour-intensive parts of the value chain, whereby men are mainly engaged in more profitable production practices. Women are also more likely to be unemployed than men, and more than half of the economically active population in subsistence agriculture are women. Social protection systems, access to public services and sustainable infrastructure must address gender constraints, considering the informal sector and precarious working conditions in formal employment. To improve women's economic autonomy and increase sustainable and inclusive economic development of rural areas, it is key to conduct a gender gap analysis in all interventions and activities undertaken by the government and international development organizations to understand women's needs and constraints within the agricultural sector.
- Poor access to processing and storage facilities, markets and market infrastructure, and transport facilities restricts many rural farmers, particularly rural women, from participating meaningfully in post-harvest value chains.<sup>20</sup> Addressing gender equality issues in these areas could yield many potential benefits, including greater productivity and higher household incomes, as well as positive nutritional outcomes. Women's contributions in Papua New Guinea as primary food producers and their full economic engagement in rural development are limited by the significant impediments they face, including in accessing land, financial/credit services, extension services, proper market

<sup>20</sup>The lack of market facilities includes post-harvest infrastructure such as warehouses and cold storage facilities.



facilities, agriculture research innovations and training, and in participating in decision-making processes, along with their heavy work burden as well as gender-based violence.

- Access to credit facilities by rural farmers is limited. Social and cultural attitudes toward loans make it difficult for rural farmers to invest in agricultural inputs such as high-yield seeds, planting materials and fertilizers, as well as farming equipment such as tractors, rice mills, water tanks and pumps for proper irrigation. Additionally, the lack of collateral for rural women farmers makes it difficult for them to access credit facilities.
- The poor adoption of ICT in rural areas and the high cost of internet services results in delays and loss of information along the value chain (e.g. between farmers and middle-persons). Additionally, the lack of labour-saving technologies to alleviate problems of production constraints and constant time poverty of rural women needs to be addressed. This includes through the provision of inputs such as better-quality seeds and organic fertilisers, equipment such as water tanks and pumps for irrigation, other low-cost labour-saving technologies, and extension services which can be trialled in selected provinces in Papua New Guinea.
- There is a need for capacity building in gender mainstreaming across government institutions.
- There is also need for vocational income-generation skills training, business and agribusiness management trainings and ICT literacy programmes for rural women, complemented by gender awareness initiatives at the community level.
- Trainings on downstream processing of vegetables and fruits and on post-harvest handling, including proper packaging and storage of vegetables, fruits, flowers and livestock, are needed as well. A number of CSOs in some provinces provide information and training on various aspects of packaging and storage, however these are limited in reaching the wider population, especially rural women and farmers.
- It is also important to foster rural women's organization into formally registered associations to access various government programmes and support (e.g. in enterprise and business development) and/or to improve their access to credit and microfinance. Particular attention must be paid to community engagement, in particular of women and youth who are the most vulnerable members of the population, by improving their organizational capacity and increasing their participation in the affairs of the community, thereby enabling local people to adopt a more proactive stance concerning their own future. In some provinces, for example, in the East New Britain province, the Provincial DPI RDOs work in partnership with the DoH through the "healthy island" concept and make information on agriculture available to rural women farmers.
- Climate change is a global phenomenon that inevitably affects all sectors involved in natural resources. Climate change impacts women and men differently. Its impacts upon women, for instance, are compounded by pre-existing constraints in accessing productive resources, services, education and employment opportunities, along with excessive workloads and limited decision-making power. Rural Development Officers, however, are for the most part inadequately informed of such realities, and are inadequately equipped to address them. Arable land is also rapidly diminishing, increasing the challenges of adaptation to changes in production due to climate change and natural resource depletion. There is a need to analyse gender-differentiated impacts of climate change in rural areas, recognizing women's important role in climate change adaptation and mitigation given their wide-ranging functions in the agricultural sector, including in livestock, fisheries, forestry, water, energy, seed saving, cultivation and land management.
- Agricultural practices in Papua New Guinea are still very traditional and many rural farmers, especially rural women, do not have access to quality inputs and extension services. This results in low yields and productivity. Agriculture extension services are basically non-existent in Papua New Guinea, and existing model farmers, both women and men, who are willing to share their knowledge and skills with other farmers, lack the resources and funding support to do so. Model farmers could play a vital support role in reviving and promoting extension services in Papua New Guinea.

- Indigenous women and girls in Papua New Guinea often face higher rates of discrimination and gender-based violence. Violence and harassment against women are major impediments to the achievement of gender equality and the empowerment of women and girls and violate their full enjoyment of their human rights. Moreover, the many cultural, social, economic, political and environmental contributions of indigenous women, including to climate change mitigation and adaptation, should be highlighted.
- NDAL's WiADU is the mandated government machinery to provide policy advice, coordination, networking and the linking of partners to enhance women's participation in agriculture and the rural sector. However, the unit is in dire need of resourcing and upskilling to raise its profile to effectively play this role. The NAD Plan 2007–2016 to establish 20 WiA

desks in 20 provinces within the NDAL structure did not materialize and the provincial DPI structures identified did not accommodate WiA desks, except for the Central Province. Added to this is the lack of resources and funding support for female RDOs at the provincial and district DPI to effectively carry out their roles (training, providing technical advice, follow-ups, etc.) to help rural women farmers.

## 6.2 Recommendations

The following recommendations are made to support the Government of Papua New Guinea and FAO in aligning their commitments to address gender inequality issues and to work toward empowering women in agriculture and the rural sector. The recommendations are made at the policy, institutional, and community levels, as outlined in Table 5 below.

Table 5: Recommendations for Consideration by National Department of Agriculture and Livestock and FAO

Recommendations for Government of Papua New Guinea		
Policy level	Institutional level	Community level
<ol style="list-style-type: none"> <li>1 Promote a comprehensive and integrated approach by all ministries and other responsible bodies to mainstream the needs and priorities of rural women and girls in policies, programmes, plans, budgets and initiatives.</li> <li>2 Develop a gender and workplace policy for the agricultural sector.</li> <li>3 Advocate for raising the status of WiADU to Branch level, ensuring WiADU shall have decision-making powers and sufficient financial and human resources to advocate for the needs and priorities of rural women and girls and to assume a leadership role through production of information leaflets highlighting its role, activities and other resources, as needed.</li> <li>4 Adequately fund and resource WiADU to provide policy advice and to build capacity at the sub-national and district levels.</li> <li>5 Strengthen partnership links with other relevant government departments, including (but not limited to): <ol style="list-style-type: none"> <li>a DPM through WiADU network for implementation of GESI policy at the “village help desks” which can facilitate access to information on agriculture and livestock by rural women</li> <li>b DoH through the “healthy island” concept, which can be a multi-faceted approach to provide</li> </ol> </li> </ol>	<ol style="list-style-type: none"> <li>1 Coordinate all relevant stakeholders, partners, and cooperative societies to revive and promote agriculture extension services, thereby strengthening local organizations and resources. These include (but are not limited to): <ol style="list-style-type: none"> <li>a FPDA to address constraints such as formal market accessibility for rural women farmers and support extension services through the village extension workers (VEW) programme</li> <li>b PNGWiADF to promote and build capacity for trialling of new seedlings and planting materials by rural women and farmers</li> <li>c Other active and strong local partners should include ENBWYiA, FoWiAD, CP WiAA, Advancing Papua New Guinea Women in Leadership, Papua New Guinea Floriculture Association, and National and Provincial Councils of Women</li> </ol> </li> <li>2 Identify and promote “women model farmers” to share success stories to encourage and motivate other women farmers, especially in rural areas, promoting women’s rights and recognizing their fundamental contributions to rural development.</li> <li>3 Facilitate market accessibility and opportunities for women, in particular</li> </ol>	<ol style="list-style-type: none"> <li>1 Increase rural women’s access to income-generating opportunities by focusing attention on crops and livestock produced by women</li> <li>2 Facilitate rural women’s access to extension services, technology, inputs (e.g. seedlings, farming equipment, water/irrigation systems), markets, and information on various issues affecting women and families</li> <li>3 Promote a “whole of family” approach in all trainings, encouraging both women and men to participate and address issues affecting their families</li> <li>4 Reinforce programmes targeting rural areas to raise awareness on the negative effects of discriminatory stereotypes and harmful practices affecting women’s enjoyment of their human rights.</li> </ol>



Table 5: Recommendations for Consideration by National Department of Agriculture and Livestock and FAO (continued)

Recommendations for Government of Papua New Guinea		
Policy level	Institutional level	Community level
<p>information on food security, nutrition, etc. for rural women and families</p> <p>c DfCD and NDAL through the Technical Working Group supported by UN Women and FAO to advocate for women in the agricultural sector</p> <p>d NCDC (Gender Desk) for information on market space/facilities development and training opportunities for women and girls in peri-urban areas in NCD</p> <p>e CCDA through education and awareness-raising programmes for rural women and farmers on issues relating to climate change and its impacts on agriculture and land use</p> <p>f PNGFA to support community education and awareness on the importance of forests.<sup>21</sup></p> <p>6 Improve availability of data and generation of gender statistics to enhance evidence-based policy making for rural women and girls.</p> <p>7 Recognize and work to reduce unpaid care, agricultural and domestic work through equal sharing of responsibilities.</p> <p>8 Promote interventions aimed at increasing women's economic autonomy through promoting enforcement of gender-equitable labour standards in the informal and formal economies to improve rural women's access to fair wages, occupational safety, and health care services.</p>	<p>in agribusiness, and strengthen programmes aiming to reduce women's work burden by addressing reproductive work.</p> <p>4 Provide training for and build capacity of women in post-harvest handling, especially storage, preservation, and packaging of vegetables, fruits and flowers. Establish innovative financing models to support the advancement of the human rights of rural women and girls.</p> <p>5 Enhance access to and use of ICT and other technologies by rural women and girls.</p>	

<sup>21</sup>The concept of "banking on trees" encourages rural women to plant certain types of trees to promote conservation together with more sustainable income generation

Table 5: Recommendations for Consideration by National Department of Agriculture and Livestock and FAO  
(continued)

Recommendations for Food and Agriculture Organization		
Policy level	Institutional level	Community level
<ol style="list-style-type: none"> <li>1 Develop capacity for the generation, compilation and analysis of sex-disaggregated data for evidence-based policy development.</li> <li>2 Support NDAL to develop a gender and workplace policy for the agricultural sector.</li> <li>3 Provide technical support related to the formulation and revision of ARD policies, strategies and plans.</li> <li>4 Strengthen knowledge generation and dissemination of GE/RWE and gender-sensitive ARD approaches in Papua New Guinea.</li> </ol>	<ol style="list-style-type: none"> <li>1 Support WiADU to develop a comprehensive gender-responsive capacity building programme that:               <ol style="list-style-type: none"> <li>a Targets training needs of WiADU technical and extension staff and local leaders.</li> <li>b Conducts gender analysis to emphasise women's needs in different agriculture value chains.</li> <li>c Include emerging issues such as climate change.</li> <li>d Support design, funding and implementation of innovative ARD programmes.</li> </ol> </li> <li>2 Support WiADU to develop a gender-responsive database on all stakeholders, partners and cooperative societies involved in training and capacity building programmes that target rural women farmers and communities.</li> <li>3 Build partnership links with active women's groups, associations and cooperatives through WiADU's database and take measures to enhance rural and indigenous women's meaningful participation and representation in society, including in agriculture cooperatives and farmers' and producers' organizations.</li> <li>4 Support the functioning of the inter-institutional coordination mechanisms related to GE/RWE and ARD policy and strategic development.</li> </ol>	<ol style="list-style-type: none"> <li>1 Support pre-harvest agriculture value chain activities that contribute to saving women's time and labour. This can include provision of inputs (better-quality seeds, organic fertilisers, etc.) technology (water tanks and pumps for irrigation, low-cost labour-saving technologies, etc.) and extension services trialled in selected provinces in Papua New Guinea.</li> <li>2 Provide training, technical advice capacity building in post-harvest handling, especially in storage, food preservation and proper packaging of vegetables, fruits and flowers.</li> <li>3 Support the establishment of resource centres for rural women to access information on agriculture, food security and nutrition, etc.</li> <li>4 Increase opportunities for rural women's</li> </ol>

Table 5: Recommendations for Consideration by National Department of Agriculture and Livestock and FAO  
(continued)

Recommendations for Food and Agriculture Organization		
Policy level	Institutional level	Community level
	5 Support projects and initiatives seeking to directly engage women in higher value agricultural activities, considering the aim to reduce women's domestic workload by technological interventions and awareness-raising initiatives for more equal sharing of domestic tasks among household members.	access access to income-generating opportunities by focusing attention on crops and livestock produced by women.



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# ANNEXES

## Annex 1: FAO Papua New Guinea Country Programming Framework 2018–2022 and Projects

The FAO assistance in Papua New Guinea is shaped by the 2018–2022 Country Programming Framework (CPF), which is centered on three priority areas:

1. Enhancing equitable, productive and sustainable natural resource management, through improved capacity to monitor, plan and manage forests and trees sustainably; harvesting of wildlife species using improved customary and sustainable management; and effective measures to deter and reduce Illegal, unreported and unregulated fishing (IUU).
2. Strengthening resilience for food security and nutrition, through strengthened decision-making processes to promote the resilience of food systems and by ensuring food and nutrition security; improved planning and delivery of food security support services; and greater gender equality and women's empowerment in agriculture to enhance child nutrition and family food security.
3. Sustainable and inclusive economic development and job creation in rural areas, ensuring an increase in income, employment and food security in the area of the intervention, as well as the establishment of a strong and efficient agricultural and fisheries value chain.

The three priority CPF areas supports the following outputs which are delivered as Technical Cooperation Programmes (TCPs). With FAO's partnerships with the Government of Papua New Guinea, the TCPs include the following:

1. Supporting formulation of the STREIT<sup>23</sup> Papua New Guinea, Programme on value chain development of agriculture commodities
2. Ensuring food security through policy and technical support
3. Promotion of E-Agriculture harnessing the ICT potential in achieving agriculture growth
4. Developing effective systems for sustainable forest management
5. Support for emergency coordination including preparedness
6. Support for livelihoods agriculture recovery
7. Supporting sustainable fisheries management
8. Country gender assessment
9. Support to improve agricultural statistical capacity
10. One Health Initiative (and veterinary/antimicrobial resistance partnership)

With FAO Papua New Guinea's support to Policy and Strategic Framework to Papua New Guinea Agriculture, the TCPs are:

11. Agriculture and Livestock Sector Development Plan (2020–2022)
12. Papua New Guinea National Food Security Policy (2018–2027)
13. Papua New Guinea National E-Agriculture Strategy (2017–2023)
14. Papua New Guinea Coffee Industry Strategic & Business plans (2019–2028)

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<sup>22</sup>Support to Rural Entrepreneurship, Investment and Trade

## Annex 2: Stakeholder interviews and focus group discussions

The following questions were used as a guide for semi-structured interviews and focus group discussions with (i) government departments and development partners; and (ii) women's groups, cooperatives and farmers (both male and female). The interviews or discussions followed after the introduction, background information and purpose of the Assessment were provided by the team.

Five provinces in Papua New Guinea were visited for field assessment: East New Britain, Madang, Western, Central, and Simbu. The purpose was to find out how provinces, including Provincial DAL/DPI, were addressing or mainstreaming gender and women's issues in the agriculture and rural sector in Papua New Guinea.

### A. Government departments and development partners:

1. Please provide information regarding your department/organization/institution. What is your main role or type of work?
2. Do you have a Gender Focal Point in your organization? If yes, how do you integrate and work toward gender equality and empowering women in your organization's work?
3. Do you have a policy/strategy on gender or women in agriculture to guide the work you do?
4. Have you received training or attended awareness sessions on gender issues in the agricultural sector?
5. What do you think are the main challenges for female farmers in participating effectively in the agriculture and rural sector?
6. What exacerbates these challenges?
7. What are the most important priority interventions for addressing these challenges?
8. What are the main constraints in reaching women for training, agriculture extension information, or other activities?
9. How can your organization improve linkages or partnership with WiADU to improve/enhance gender inclusiveness and active participation by women in agriculture, e.g. food security measures?

### B. Provincial and district division of agriculture and livestock:

1. Is there a gender/women's desk within your structure? If yes, how do you fund the position? What is its mandated role?
2. Are there specific activities implemented by DPI to encourage women to participate in agriculture?
3. How does DPI empower both women and men in small-scale entrepreneurial activities for income generation and savings?
4. What would be some strategies that are practical and workable in your context to improve/enhance gender inclusiveness and encourage rural women's participation in agriculture?

### C. Women's groups, farming groups, agriculture co-operatives:

1. Please tell us about your organization (mission, activities, membership)
  - a. How is your group organized?
  - b. Are you affiliated to any other larger group (e.g. PNGWiADF, ENBWYiA, etc.)?
  - c. What agriculture activities or projects are you currently involved with?
  - d. How many members do you have in total, and how many female and male members?
  - e. What are the benefits that women or members received by joining your group?



2. How are women in your group/association/cooperative encouraged to participate in decision making? Are there any specific programs you have that encourage equal participation by both women and men?
3. What are some of the challenges women face in participating in your group/association/cooperative?
4. Are there any specific trainings you provide? (If not, have members attended any training outside of your organization? What type of training and provided by whom?)
5. Have members received any extension services recently? What kind of extension service and provided by whom?
6. Would members prefer a female or male extension worker to deliver these services? Why?
7. Do you collaborate and work in partnership with other development partners/government/other farmer associations/NGOs (e.g. women's groups)? How do you link with them?
8. What are some of the suggested ways forward to strengthen and empower rural women in the agricultural sector?
9. How should WiADU at the national NDAL level assist your programmes to improve gender equality and empower women?
10. How should FAO contribute to improve gender equality and empower rural women in agriculture in Papua New Guinea?

**D. Focus Group Discussions with farmers at the community/village level:**

1. What type of farming do you do?
2. What areas do you need help in to increase your knowledge and improve your farming activity?
3. Are there any activities you know of which are implemented by DPI in your area to empower women in your community/area?
4. How have these activities helped women's participation in the improvement of food security?
5. What are some ways you and your community/families ensure that you have enough food during bad times, e.g. very dry seasons, disasters, etc.?
6. Has the information from DPI helped improve your capacity for food security?
7. What are the different roles women and men play to ensure that there is sufficient food for individual families or households?
8. Are there any extension workers in agriculture in this community? If yes, what kind of extension services do they provide?
9. What are some of the extension services, apart from agriculture, that reach you in this community?
10. (Ask women only) Do you prefer to have a woman or man as an extension worker? Why?

### Annex 3: List of participants or informants

Organization	Title
<b>Government departments and agencies</b>	
Department of Agriculture and Livestock	Deputy Secretary – Policy and Planning
	Gender Development Officer – WiAD Unit
	Assistant Gender Development Officer – WiAD Unit
	<b>Project Implementation and Support Services – Southern Region</b>
	Advisor – Information
	Advisor – Planning and Economic
	Advisor – Land Use
	Advisor – Livestock
	Advisor – Projects
	Advisor – Crops
	<b>Project Implementation and Support Services – Highlands Region</b>
	Regional Director
Department of Community Development	Gender Development Officer – Gender Desk
Department of Personnel Management	GESI Officer
	DPM Internal GESI Officer
National Capital District Commission	Gender Officer – Gender Desk
	Officer – Safe City Project
Climate Change and Development Authority	CCDA Officer
PNG Forest Authority	Special Projects Officer – Forest Policy and Planning
Central Province Division of Primary Industries	Officer – Women in Agriculture Desk
	Advisor
East New Britain Province Division of Primary Industries	Advisor
	Provincial Livestock Officer
Western Province Division of Primary Industries	Advisor
	Provincial Livestock Officer

Organization	Title
Madang Province Division of Primary Industries	Provincial Food Crops Officer
	Acting Food Crops Officer
Simbu Province Division of Primary Industries	Advisor
	Livestock Officer
Fresh Produce Development Agency	Extension Advisor
Productive Partnership in Agriculture Project	Project Coordinator
	Gender Specialist
<b>Development/donor partners</b>	
United Nations Development Programme	Stakeholder Engagement Officer – FCPF REDD+ Readiness Project
Pacific Women	Programme Manager
USAID Pacific Islands	Development Assistant Specialist – Regional Office of the Pacific Islands
Embassy of the United States of America	Economic Officer
	Gender Issues Assistant
Market Development Facilities	Business Advisor
New Zealand High Commission	First Assistant Secretary –Development
	Programme Officer
Papua New Guinea Governance Facility	GESI Advisor
	Women’s Entrepreneurial Facilitator
Japan International Cooperation Agency	Senior Programme Officer – Papua New Guinea Office
<b>Non-governmental organizations</b>	
World Vision Papua New Guinea	Economic Development Advisor
Central Province Women in Agriculture Association	President
Maryelzs Orchid Inbloom Ltd	Floriculture Trainer
Advancing PNG: Women’s Leadership Network Inc.	Local Consultant
<b>Financial institutions</b>	
National Development Bank	Microfinance Manager
	Women in Business Relationship Manager



Province	Various Titles and Positions
<b>Provincial Visits – FGD with Farmers/Groups/Organizations/Associations/RDOs</b>	
East New Britain Province	DPI Officer
	Poultry Farmer
	President – Bala WYiA Cooperative
	Vegetable Farmer
	Women’s Representative
	DPI Officer
	Floriculture Trainer
	RDO – Rabaul District
	DRDO – Kokopo District
	RDO – Kokopo Urban LLG
	President – ENB WYiA
	Fresh Produce Develop Association
	President – Makramal Floriculture
	Floriculture Farmer
	Floriculture Farmer
	Floriculture Farmer
	Resident Rep – OISCA PNG
	University of Natural Resources and Environment
Vudal Women in Agriculture	
DPI – Kombie LLG	
Western Province	Tutuwe Ara Association
	OTDF
	Kiunga Secondary School
	WP Administration
	RDO – North Fly District
	Tutuwe Ara Association
	REPSOL
	Nima Ara Association

Province	Various Titles and Positions
Western Province <i>(continued)</i>	Kiunga Vocational Centre
	Local Farmer
	Local Farmer
	DPI – North Fly District
	DPI – North Fly District
	Graduate Trainee – DPI, North Fly District
	Agriculture Teacher OTDF
	Local Farmer
	Graduate Trainee – DPI, North Fly District
	Kiunga Vocational Centre
	OTDF
	DPI – North Fly District
	Nima Ara Association
	Nima Ara Association
	Emmaus Farm
	WP Administration
	Emmaus Farm
	KR LLG Representative
	OTDF
	WP Administration
Madang Province	RDO – Madang District
	Food Crops RDO – Sumkar Dist
	Cash Crop RDO – Rai Coast Dist
	DRDO – Sumkar District
	Coordinator – Coffee Industry Corporation
	Research Officer – PNGCCI
	Accounts Officer – PNGCCI
	Senior RO and OIC – PNGCCI
	Floriculture Farmer

Province	Various Titles and Positions
Madang Province <i>(continued)</i>	Floriculture Farmer
	Officer – PNGCCI
	Floriculture Farmer
Central Province	Livestock Officer – Provincial DPI
	RDO – Kairuku Hiri District
	Ward Councillor
	United Church Pastor – Kelerakwa village
	Pastor's wife
	Vegetable Farmer
	Vegetable Farmer
	President – Aroa WiA Corporative
Simbu Province	RDO – Sinesine Yongumugl
	DRDO – Kundiawa Gembogl
	DPI Officer
	Vegetable Farmer
	Bulb Onion Farmer
	Bulb Onion Farmer
	Bulb Onion Farmer
	Bulb Onion and Vegetable Farmer. Owner of Wina Lodge
	Simbu Women's Floriculture Services
	Simbu Women's Floriculture Services
	Farmer – piggery, poultry, citrus, and trade store owner
	Cabbage farmer
	Chuave Women in Agriculture



## Annex 4: FAO CGA four-page contribution to the United Nations Country Team CEDAW reporting under article 14<sup>23</sup>

### Part 1:

#### Socio-economic, policy and political context (page 1)

Papua New Guinea is one of the most diverse countries in the world, having over 1 000 tribes and 800 languages (UN Papua New Guinea, 2017). The official languages are English, Tok Pisin (pidgin) and Motu. Although 87 percent of its total population lives in rural areas, there is an increasing trend toward urbanization. Life expectancy improved from 58.7 in 2000 to 63.1 in 2013 (UN Papua New Guinea, 2017). The country has significant resources, including oil, gas, gold, copper, forestry and fisheries resources, making up a large and significant proportion of the government's revenue. However, a decade of economic growth did not see much decline in poverty from the years 1996–2010, maintaining an approximate poverty rate of 38 percent. In 2015, the GDP rate was 9 percent, falling to 4.3 percent in 2016, largely due to the global fall in commodity prices (UN Papua New Guinea, 2017). The agricultural sector contributes 15 percent of the country's GDP (DNPM, 2015). Customary practices are a very important part of Papua New Guinea society even for those who have received a Western education or who lived mainly in the urban areas. The "wantok" system is one of the key elements of the social environment, being the safety net under which family and clan members are required to support each other. However, due to modern developments and the increasing burden of support, the "wantok" system is now under pressure.

The overarching plans for Papua New Guinea as a country are outlined in Papua New Guinea Vision 2050; Papua New Guinea Development Strategic Plan 2010–2030; and the Papua New Guinea Medium Term Development Plans. According to the Papua New Guinea MTDP 2011–2015, gender mainstreaming and specific programmes for women in urban and rural areas will continue to be a focus of the Government of Papua New Guinea across all MTD Plans. In addition, the policies that enable the participation of women, including rural women, are the National Policy on Women and Gender 2011–2015; the National Agriculture Development Plan 2007–2016; and the National Food Security Policy 2000–2010 (FAO–Papua New Guinea is currently undertaking activities to renew the policy for 2018–2027).

The notion of "Big Man" leadership and the system of control is strongly associated with masculinity, physical strength, power and wealth, with leaders expected to be men. While in the past such leadership was hereditary, notably through the chiefly system based on reciprocity (indebtedness and networks of exchange, of giving and receiving goods). Many of these cultural norms have had a negative impact on the notion of women and leadership and contributed to the poor showing of women in appointed or elected positions. Women in many parts of the country used to have more power in their society than they have today. Both colonization and development have been major contributors to the decline in the status of women. Some missionaries with their Christian family models, where a woman's primary role is that of a wife and mother, may have added to this. The dominance of Christian religions has also augmented the pre-eminence of male leadership. The 2000 census showed 96 percent of citizens were members of the Christian church. However, many citizens combine their Christian faith with some traditional indigenous practice. In terms of women's political participation, only 3 women were elected into parliament in the 2012 national elections, however in the 2017 national elections, no woman was elected to parliament.

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<sup>23</sup>This write-up is mostly adapted from the 2009 Papua New Guinea CEDAW Report (which is combined for the initial, first, second and third periodic reports submitted to the UN Committee in July 2010).

**PART 2:****Information on CEDAW Article 14: women in rural areas (pages 2 and 3)**

In rural Papua New Guinea, gender roles, and the associated gender division of labour, are strongly defined. In terms of rural livelihoods, women have the major role in food-crop production (and local food-crop marketing), and rearing pigs and chickens for subsistence, contribution to cultural events, reciprocity and also sometimes for cash. Rural women play a significant role in the economic survival of their families and communities, although they are frequently disadvantaged in areas such as land ownership, health, education and income.

The land ownership arrangements are also a critical gender and development issue. While the country is richly endowed with natural resources including oil, gas, copper, marine resources, tropical timber and arable land for farming, about 90 percent of land is under customary ownership where men determine most, if not all, decisions pertaining to its use. In the majority of mainland Papua New Guinea societies, groups of men control land and resources and make major decisions about their use. Land registration practices have consistently resulted in the effective diminution of women's traditional rights to land. When the land is acknowledged as belonging to a specific group of people, males are usually the ones who are consulted, are the signatories to any legal documents and often are the ones who benefit from changes in inheritance, to the detriment of women. This is also the case in matrilineal systems where men gain a permanent right over land and then bequeath it patrilineally to their children, a practice that has no precedent in custom. In patrilineal systems women are often entirely excluded from owning registered land. In Papua New Guinea's predominantly patrilineal cultures, men are the "papa bilong graun" (owners of the land). Women cannot enforce rights to land and property, nor claim the income from cash crops or land leases such as for mining, logging and infrastructure construction.

The majority of women in the rural areas dominate the informal, subsistence sector of Papua New Guinea. Household security for a majority of families is dependent on agriculture which is predominately subsistence production managed by family labour differentiated by gender roles in household production. Gender differentiated labour organization within the family makes women responsible for food production in smallholder farming including management of small livestock and home gardens. Women are responsible for 60–70 percent of work involved in food production and produce over 80 percent of the country's food. Many women who grow food for self-consumption also engage in selling food, with about two thirds of all households producing food crops also getting at least some cash income from their sale. Despite this, women's contribution to food production is however, rarely recognized or compensated with improved services to enhance their participation. Agricultural production has changed from a system where women were integral to the production of food and subsistence for the family, to an industry-driven economy which men control and operate and women's role has shifted to one of dependence. Men have become the sole breadwinners and women can often do very little to contribute to the family income in town if they are unemployed. Conversely, in the village, women still have gardening activities to supplement their husbands' contributions to their family; in towns, that privilege is curtailed. Women are still producers in the subsistence economy but their work is not given monetary value.

While the government recognizes and acknowledges contributions of rural women, they have virtually no access to training, improved technology, human and financial resources. The absence of targeted extension services for women is essential to sustain production, employ more efficient practices and ensure year-round food security. While most men are able to link their business activity with commodity agencies or with broader industry lobby groups, women are unable to access such groups and are thereby functioning at a much lower economic level. Rural women have limited entrepreneurial exposure, marketing or business management skills. Despite the fact that the majority of those who participate in marketing activities are women, most marketing boards are male-dominated. Women also generally have little experience in banking, which combined with low levels of education has meant that mechanisms and procedures associated with credit facilities are not widely understood. The requirements for loans are complex and women may be unable to write submissions, set out business plans or put up collateral or may be unable to assert personal control over money they earn. The lack of secure banking facilities in rural areas exacerbates such challenges.

Women market vendors are taxed heavily by the local government authorities, through aggressive male tax collectors. The women are not organized, are not aware of their rights and have no insight into the real economy of the market. Preliminary findings suggest that local governments derive at least half of their revenue from daily taxes imposed on market vendors, most of whom are rural women. Local governments allocate a small proportion back into routine market maintenance and very rarely into substantial marketplace improvements.

The Women in Fisheries Development programme was initiated in 1989, supported by overseas aid funding. Its aims are both nutritional and economic and the target beneficiaries, women, children and youth in villages, have consistently been identified as deprived in these aspects of their lives. An ADB initial assessment of a Coastal Fisheries Management and Development Project in 2002 revealed the importance of women's small and large scale fishing, and women's dominance in fish processing and marketing. The resulting project included women in quality control, marketing and business management skills training.

One issue that has received little attention is that of oil palm plantations, which have a differentiated gender impacts. For instance, the oil palm companies only pay the men, although women and even the whole family also work in harvesting the oil palm fruit. This means that the men can spend the money they receive in whichever way they see fit, while women are left without payment. Additionally, the fact that women work long hours doing back-breaking work for little reward from oil palm plantations means that at the end of the day they are too tired to carry out properly the extra burden of cooking and taking care of the children.

Growing, collecting and hunting of food is an important part of Papua New Guinea culture. Women sell goods in the village markets, and so obtain an income. At the same time, this activity provides a valued time for socializing with other village women. When customary lands are converted to oil palm plantations, many of these age-old traditions are lost and women find themselves left both without the income and the opportunity of socializing.

Migration to economic "enclaves" – mines, plantations, logging camps – in rural and remote areas is common. Some rural residents migrate to urban areas to escape tribal violence in their home communities. Men look for work and other business opportunities while women come, sometimes with their families in tow, to sell sex.

Forestry and logging are, like mining, dominated by foreign companies and expatriate men mostly hold the managerial positions. With no training programmes for women and the cultural attitudes of both Papua New Guinean people and expatriate men, women are effectively excluded from employment in logging operations.

The situation of women in the mining sector in many respects exemplifies the ways in which economic development strategies have not taken the specific social and cultural situations of women into account and have not implemented policies that ensure that women benefit equally with men. The jobs available for women tend to be either secretarial/clerical or unskilled domestic jobs. So far no Papua New Guinea women have been appointed or promoted to any senior managerial positions. A gender action plan has been drawn up by a joint team from the Department of National Planning and Rural Development and the Department of Mining.



**PART 3:****Recommendations (page 4)**

The following recommendations were made by the CEDAW Committee for the Government of Papua New Guinea:

- To make the promotion of gender equality an explicit component of its national development plans and policies, in particular those aimed at poverty alleviation and sustainable development.
- To pay special attention to the needs of rural women, ensuring their participation in decision-making processes and full access to justice, health care, inheritance, education and community services.
- To take appropriate measures to eliminate all forms of discrimination against women with respect to ownership and inheritance of land and to ensure that women participate in decision-making processes and have access to income-generation opportunities, including access to training, markets and credit.
- To ensure that a gender perspective is included in all poverty reduction plans and strategies
- To collect data on the situation of rural women and include such data and analysis in its next periodic report

The Government of Papua New Guinea should seek assistance from the international community in this respect.

The following recommendations were made to FAO for consideration in its assistance of rural women, especially in the agricultural sector, thereby contributing to the overall participation and development of women and men in Papua New Guinea:

- Develop and/or strengthen existing information and data collection, management and analysis systems for the agricultural sector
- Increase rural women's access to income-generating opportunities by focusing attention on crops and livestock produced by women
- Improve rural women's access to extension services, technology, inputs (e.g. seedlings, farming equipment, water or irrigation systems), markets, and information on various issues affecting women and families
- Provide support and establish partnerships with active women's organizations to reach out to rural women farmers thereby contributing to the strengthening of local organizations and rural resources
- Promote whole of family approach in any training, encouraging both women and men to participate and address issues affecting their families

Effective partnerships and strategies need to be formed in order to maximize the impact of FAO's interventions.









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