

**Situation Analysis and Recommendations for Improving Gender Inclusiveness and Participation in Papua New Guinea's National REDD+ Strategy and Policies.**

A report contracted by FCPF REDD+ Readiness Project

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*Final Report*

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ALAC	Advocacy & Legal Advice Centre
BSDS	Benefit Sharing and Distribution Systems
CCDA	Climate Change Development Authority
CEDAW	Convention on the Elimination of Discrimination Against Women
CEPA	Conservation and Environment Protection Authority
COP	Conference Of the Parties
CPI	Corruption Perceptions Index
DEC	Department of Environment and Conservation
DLPP	Department of Lands and Physical Planning
FAO	Food and Agriculture Organization
FCPF	Forest Carbon Partnership Facility
FPIC	Free, Prior and Informed Consent
GESI	Gender Equity and Social Inclusion
GHG	Greenhouse Gases
ICDP	Integrated Conservation and Development Projects
ILG	Incorporated Land Groups
INDC	Intended Nationally Determined Contribution
JICA	Japanese International Cooperation Agency
LLG	Local Level Government
MCDR	Ministry of Community Development and Religion
MDG	Millennium Development Goals
M & MRV	Monitoring and Measurement, Reporting and Verification
NCCB	National Climate Change Board
NCCDMP	National Climate Compatible Development Management Policy
NCW	National Council of Women
NEC	National Executive Council
NJP	National Joint Plan
OCCD	Office of Climate Change and Development (now CCDA)
ODW	Office for the Development of Women
OLPLLG	Organic Law on Provincial and Local Level Government
PCCC	Provincial Climate Change Committees
PFMC	Provincial Forest Management Committees
PFMP	Provincial Forestry Management Plan
PPP	Public-Private Partnerships
REDD+	Reduced Emissions from Deforestation and forest Degradation plus conservation, sustainable forest management and carbon stock enhancement
SCCP	Strengthening Conservation Capacity Project
SES	Social and Environmental Safeguards
STD	Sexually Transmitted Disease
TI-PNG	Transparency International PNG
TWG	Technical Working Group
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UPNG	University of Papua New Guinea
USD	United States Dollars
WHO	World Health Organization

## Section 1: Background Information

### Section 1 Summary

This document is intended to assist parties drafting future REDD+ strategy and policy about ways to better meet expected gender compliance levels and improve REDD+ outputs through gender inclusion.

Results-based payments to PNG via REDD+ mechanisms are contingent on many criteria, including adherence to safeguards that include gender considerations.

Several international PNG signatory treaties and national legislation mandate various standards for gender treatment, inclusion and equality.

The current business-as-usual in PNG in terms of gender equality and inclusion are not sufficient to meet expected criteria.

Positive steps on gender mainstreaming and full and effective participation of key stakeholders including disenfranchised groups will be necessary as part of REDD+ policy and to ensure successful implementation of REDD+ strategies.

### Introduction

In order to receive results-based payments on REDD+ under the United Nations Framework Convention on Climate Change (UNFCCC), PNG's national REDD+ policies and strategies must minimally meet the stipulations (e.g. on safeguards and gender considerations) set forth in the Agreements that came out of the 2010 and 2011 UNFCCC Conference of Parties as well as those contained within UNFCCC subsequent decisions. Moreover, PNG has national statutes and policies relevant to gender to meet. This document is intended to assist the drafters of PNG's REDD+ Strategy and policies to incorporate gender considerations that comply to these requirements and improve the effectiveness of REDD+ through greater gender inclusion and gender mainstreaming. This process has been generally laid out in several documents<sup>1</sup> and literature reviewed below.

Although useful, these published guidelines<sup>1</sup> are often too general or are for more developed countries with strong central governments, to easily apply in PNG. For REDD+ to succeed in PNG, policies, including on gender, must be flexible enough to adapt to the wide diversity found in PNG.<sup>2</sup> Capturing gender dimensions in PNG's REDD+ policies is a process for improving them while advancing the climate goals of REDD+.

### Background on PNG

Many sources provide background data about PNG (e.g., (Independent State of Papua New Guinea 2010)) and is provided in Annex 1 in four tables:

- PNG Basic economic statistics and indicators— See Annex 1a.
- PNG Forestry, land use and emissions statistics and indicators— See Annex 1b.
- PNG General social statistics and indicators— See Annex 1c.
- PNG Gender statistics and indicators—See Annex 1d.

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<sup>1</sup> Quesada-Aguilar et al. 2013a; Quesada-Aguilar et al. 2013b; UN-REDD Programme 2013; Gurung et al. 2011.

<sup>2</sup> For example some regions have traditional matrilineal vs. patrilineal hierarchies and different traditions of land tenure and ownership elsewhere. National social scientists and anthropologists should be included among policy-making teams.

PNG faces daunting challenges that require consideration when developing REDD+. PNG has a rapidly growing population (2.1% urban, 1.8% rural) with low per capita income (197/230 countries; 40% of population living on < \$2 USD/day)). Education (56% literacy) and health services (157/187 countries) are usually inadequate outside of major population centers (Cammack 2008). Most people (>80%) live in rural subsistence communities and heavily rely on their traditional lands for livelihood. Relatively few university graduates enter the workforce annually and PNG universities suffer from chronic underfunding.<sup>3</sup>

PNG ranks poorly (139/168 countries) in the Corruption Perceptions Index (TI 2016).<sup>4</sup> Despite a robust legal framework to regulate forestry, enforcement has always been weak with widespread corruption and misuse (Barnett 1989). Improvements have been slow despite corrective efforts (ODI 2007; Shearman et al. 2002). Many aspects of forestry and resource management fall under purview of Provincial and Local Level Governments that generally have weak capacity for governance and enforcement (ODI 2007; I-AFC 2004). Fiscal challenges hobble efforts to improve services and regulation. Key government agencies often lack adequate budgets for field inspection and enforcement.<sup>5</sup> REDD+ mechanisms that must comply with rigorous international standards face exceptional challenges in PNG (Hunt et al. 2012).

### Background on REDD+ in PNG

Papua New Guinea was an early advocate of REDD when it introduced REDD to the agenda of the 2005 COP11 in Montreal on behalf of the Coalition for Rainforest Nations<sup>6</sup> (Leggett, 2011; Venuti, 2014). The 2007 COP-13 agreement created REDD+ in response to considerations raised since 2005. The “plus” aspect goes beyond deforestation and forest degradation to include conservation, sustainable forest management, and enhancement of carbon stocks with performance-based payment to forest owners. PNG became one of over 40 developing countries participating in the REDD+ ‘readiness’ phase (Scheyvens, 2012). PNG has been a strong proponent of REDD+ on the international arena, leading to PNG being considered a priority for REDD+ by the UN and World Bank. PNG has significant structural challenges, modest GHG emissions, and other factors that make PNG less than ideally suited for REDD+ implementation (Melim-McLeod 2014). But other factors, like the large extent of intact forest and economic development status, favor PNG’s inclusion in the UN-REDD pilot program.

Early development of REDD+ (2005-2013) within PNG (Annex 2) has been weak (Leggett, 2011; Scheyvens, 2012). PNG committed to reducing emissions of GHG as a signatory to the COP 21 agreement of 2015.

The official 2015 statement of the 2030 intended nationally determined contribution (INDC) goals confirms PNG’s commitment to REDD+: “...by *reducing deforestation and promoting forest conservation and sustainable management of its forests. The main forestry effort will be coordinated through the existing REDD+ initiative.*” (Independent State of Papua New Guinea 2015a)).

The 2015 Climate Change (Management) Act<sup>7</sup> established the Climate Change Development Authority (CCDA) and the National Climate Change Board (NCCB).<sup>8</sup> The CCDA administers commitments to international climate agreements under UNFCCC and the Kyoto Protocol, administers finances of international carbon and emission reduction mechanisms, and has broad

<sup>3</sup> 2009 funding is 29% lower than 1993, see Annex 1.

<sup>4</sup> PNG scored 25 on a corruption scale of a 100 with 0 (being highly corrupt) and 100 (being very clean). The Chairman of Transparency International PNG (TI-PNG) says there has been no improvement in PNG’s CPI over the last four years. (PNG LOOP, 2015).

<sup>5</sup> For example often forestry monitors must rely on the industry partners they monitor for vehicles, food and housing in the field.

<sup>6</sup> PNG is a founding member

<sup>7</sup> Independent State of Papua New Guinea. 2015b. Climate Change (Management) Act 2015.

<sup>8</sup> Note: the Act uses male terminology throughout sections relating to staffing and governance, “he, his.”

authority to develop, oversee, and implement climate-related activities in PNG. The NCCB provides general control and guidance over the CCDA.

The CCDA contributes to the readiness phase for REDD+ in PNG. Social and environmental safeguards (SES) are key requirements that are yet to be met before PNG can proceed from “readiness” to implementation phase. The seven safeguards of the Cancun Agreements provide stipulations and guidance to help ensure respect and protections of the rights of indigenous and local people including Free, Prior and Informed Consent (FPIC); effective participation of women, vulnerable, and marginalized groups; equitable benefit sharing; and enhancing biodiversity and ecosystem services.

REDD+ is relatively new as a development mechanism. Its validity is disputed among conservation professionals, and success in diminishing climate change or preserving biodiversity is uncertain (Fletcher et al. 2016; Mace 2014; McCauley 2006; Redford et al. 2013; Cabello et al. 2012; Didham et al. 2016). The next phase of REDD+ in PNG includes the development of a national REDD+ strategy and policies that guide inception of demonstration projects.<sup>9</sup> Success in PNG will require careful planning and execution.<sup>10</sup>

### Background on gender issues in PNG<sup>11</sup>

Empowerment of women and gender equality are core issues for development and building healthy and stable civil societies. Where there is substantial inequality, disenfranchisement, and under representation of women, all society suffers. Combating gender issues requires diverse, multi-faceted approaches, including advocating for equal rights, eliminating discriminatory practices and institutions, and addressing the confines of stereotypes and pre-determined gender roles that can (often subtly) institutionalize gender inequality and exclusion. A brief review of gender-related terminology and issues is provided (Annex 3).

Women have been underserved and underrepresented in the development of climate policies in many countries (Mainley et al. 2012). Systemic gender inequalities exacerbate impacts of climate-related stressors and impede sustainable development. Empowered women can better help promote the success of REDD+ and sustainable resource management. In order to effectively integrate gender equality and women’s empowerment concepts into REDD+ strategy, several key issues need consideration (Gurung et al. 2011; Gurung et al. 2009; Larson et al. 2015; UN-REDD Programme 2013a):

- What are the obstacles that hinder gender equality and the participation of men and women in planning, decision-making, and governance/execution processes of REDD+?
- What positive gains can come from inclusion of women in REDD+ and likewise how can greater inclusion of women in REDD+ benefit women, men and REDD+? How can any benefits be enhanced?
- What negative impacts can come from greater inclusion of women in REDD+ and how might inclusion of women in REDD+ harm women, men or REDD+? How can these be reduced or eliminated?
- How is gender currently addressed in PNG’s REDD+ development? What corrections might be advisable and viable?

PNG ranks low by measures of gender equality (Independent State of PNG 2010; World Bank 2013; UNDP 2015). The Gender Development Index has improved little since 2000 (Annex 1d). Women face greater health risks due to complications of childbirth and STDs. Fewer women than men obtain educational qualification for formal employment and women are largely confined to the lower

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<sup>9</sup> Demonstrations will build upon the lessons from small REDD+ pilot projects currently underway by the PNGFA (see below).

<sup>10</sup> Even with excellent planning and execution in PNG, REDD+ could still fail or cease due to many variables beyond PNG’s control in international carbon markets or other mechanisms that affect global GHG emissions.

<sup>11</sup> See Avalos (1995), Cox et al. (1988) Gopal (1992) for early work on PNG gender issues and (Brouwer et al. 1998) on the historical factors influencing the status of women in PNG.

echelons of the economy. Women drive the informal economy but are not adequately integrated into the cash economy. Women's actual financial significance and contributions to the real economy are egregiously undervalued by economic indicators derived from the formal cash economy as only about 5% of women are in the formal workforce (JICA 2010; World Bank 2013). But most rural women participate intensively in agriculture, fisheries, and basic sustenance. *"Women produce over 80% of the country's food and account for doing 60-70% of the work related to food production."* [p.11 (JICA 2010)].

There are still few women in politics or decision-making at all levels of government. The 2007 public sector employed 76,000 people of whom 25% were women<sup>12</sup> and only 12% of those women were in senior positions. In 1997 there were 55 women candidates (2.3%) in national elections with two elected. In 2012 there were 135 candidates (3.9%) and three were elected. The legal profession is 90% male and until 2012 there was one woman judge; now there are four (10%). Women rank well below men in almost all measures of health, education, employment, access to economic resources, and political voice (Annex 1d). In PNG, women suffer as a result of social norms, their low social status, and poor representation in decision making (UNCEDAW 2009) and these norms can impede progress for women (Hedditch et al. 2010; World Bank 2013).

PNG's policy and institutional structure to address gender issues has been slow, inconsistent, and without adequate funding. As of 2014 five of eleven National Departments had no gender-related policies and the rest had incomplete policies (DPM 2014). There is little government-wide coordination on gender issues and no centralized database on gender and sex disaggregated data in government services.

REDD+ must operate within PNG's existing matrix of gender inequality and weak institutional corrective mechanisms. An analysis of REDD+ gender issues in four countries further along the REDD+ process than PNG found that in-depth research of context-specific issues was a necessary precursor to strengthening the gender dimensions of REDD+ (Quesada-Aguilar et al. 2013a). Such context-specific gender analyses can be done after PNG develops its REDD+ strategy and initial policies.

*"A key gender issue to emerge in relation to natural resource development in PNG is the lack of equity, including gender-equity, in the benefit arrangements of community royalties."* p.82 (UNCEDAW 2009)

### **Justification for gender components in PNG's REDD+ strategy policies**

Reasons for PNG to incorporate gender in REDD+ fall in four general categories:

#### **1. Gender requirements of international REDD+ policies, mechanisms and agreements.**

There are 32 UNFCCC decisions that reference gender. The UNFCCC adaptation framework mandates gender mainstreaming (Burns et al. 2014). If PNG does not fulfill its international commitments, including gender, it can jeopardize the benefits (including payments) of REDD+ (Quesada-Aguilar et al. 2013a).

#### **2. Gender requirements of PNG treaties and laws**

New policies and programs in PNG must comply with existing obligations the government of PNG has made to address gender discrimination and inequality. Such obligations come in the form of international agreements, national and provincial law, and various policies and established development goals.

For example, in PNG's Vision 2050 Statements: *"Greater participation of women must be encouraged at all levels of society..."* and *"strongly recommends that intervention programs to achieve gender equity must be given more attention"* (Vision 2050, 2009).

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<sup>12</sup> Up from 17% in 1980 (Brouwer et al. 1998).



### **3. Proper inclusion of women increases the likelihood of success for REDD+ projects and exclusion of women increases likelihood of failures.**

It is well established in previous development mechanisms that there are numerous benefits from gender mainstreaming in sustainable development (World Bank 2011a). Including women in all aspects of REDD+ policy and activities in PNG will increase the efficiency, likelihood of success, and outcomes of the policies (Quesada-Aguilar et al. 2013a). Exclusion of women will likely ensure the failure of REDD+ and reduce the savings in PNG's GHG emissions, increase impacts of climate change, and reduce potential for REDD+ payment-for-services.

*“REDD+ cannot effectively address all existing gender inequalities, but all inequalities need to be identified from the beginning. REDD+ program designers and program implementers must evaluate the country- and context-specific situation to determine which gender and other inequalities... can be addressed.” [p.27] (Quesada-Aguilar et al. 2013a).*

Women<sup>13</sup> and men<sup>14</sup> in traditional roles are integral to issues of REDD+ in terms of GHG production. National policies aimed at reducing GHG emissions by altering how forests are converted and used for subsistence in PNG will need to consider the impacts of REDD+ policies on both genders and incorporate their different roles in interventions. Women are often more reliant on forests than men (UNDP 2011), but this generalization does not stand across all PNG's diverse societies. Poor forestry practices can have a disproportionate impact on women who have to garden depleted soils, go further for fuelwood, and cope with silted water. *“Without specific measures to integrate gender considerations into key forestry and REDD+ activities, women will continue to be sidelined in future initiatives within forestry and REDD+.”* [p.37] (Stocks 2014). Even advanced REDD+ projects worldwide have fallen short on safeguards for the people affected due poor understanding of local context (Poudyal et al. 2016).

### **4. Ethical grounds, development, and universally accepted basic human rights.**

Improving the stature of women and promoting gender equality will advance development in general and benefit communities outside REDD+ (Klasen et al. 2009; OECD 2012). Advancing gender issues through REDD+ also helps meet PNG's commitment to signatory treaties like the Universal Declaration of Human Rights. If REDD+ strategies and policies are developed and implemented using a gender perspective, it will both help to make forestry more sustainable, and improve the quality of life of rural people. As the main caretakers for families, reduced workloads of women often directly translates to better care for families (Andrew 2013; World Bank 2011b). Women are under growing pressures to earn and manage income along with providing food and other necessities. When these falter it often leads to domestic violence, crime, and unstable communities (Andrew 2013).

#### **The alternative**

Another way of examining the question of “*why include gender considerations in REDD+?*” is to ask what happens if gender is not included? “Gender-blind” policies and programs can be more likely to:

- Be inefficient and waste resources (time and money) or end in failure (Blom et al. 2010; OECD 2012).
- Worsen, or at best fail to improve, relations between men and women, sustaining discriminatory business as usual (OECD 2012).
- Reinforce, or at best fail to improve, inequalities that are enshrined in culture or legal mechanisms that harm women and their communities (Setyowati 2012).<sup>15</sup>
- Miss opportunities derived from the special knowledge and skills women have (Brown 2011; Venuti 2014).

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<sup>13</sup> E.g., subsistence gardening and fuelwood collection-- such gender roles vary by heritage, geography, and age.

<sup>14</sup> E.g., clearing land for gardens and wood cutting for fencing-- such gender roles vary by heritage, geography, and age.

<sup>15</sup> E.g., access and control of finances, land ownership, participation in decision-making/governance



- Lead to cascading drawbacks since women are often the main caregivers and providers in many PNG Societies (Brouwer 1998; Gurung et al. 2011).

## Section 2: Analysis of formal rules, policies and institutions relevant to REDD+ and Gender

### Section 2 Summary

PNG's International treaties relevant to gender include: UN Convention on the Elimination of Discrimination against Women, Beijing Declaration and Platform for Action, UN Millennium Declaration. These commitments and relevance to REDD+ are outlined in this section.

PNG's national legislation relevant to gender include: National Constitution, Council of Women Act, National Women's Policy, Gender Equity and Social Inclusion Policy, and the Gender Equality Act. These and other legislation relevant to REDD+ and gender are outlined in this section.

Key gender-oriented offices and partners for REDD+ agencies to work with include: National Council of Women, the Office of Development of Women, and the Department of Personnel Management. Other partners for REDD+ activities not explicitly dealing with gender, but part of the overall performance of REDD+ and gender are also discussed.

### International Agreements

PNG ratified the UN Convention on the Elimination of Discrimination against Women (CEDAW) in 1995. CEDAW provides a comprehensive framework to guide advancement of gender equality that can be adapted to the national REDD+ strategy. But CEDAW has not been introduced into domestic law and the CEDAW Optional Protocol has not been adapted, leaving CEDAW weak without means of enforcement (Department for Community Development 2014).

The 1995 Beijing Declaration and Platform for Action (UN WOMEN 1995) provided a commitment to women's empowerment via gender mainstreaming, including environmental decision making and sustainable development. Following enactment 100 female rural development extension officers were employed to assist rural women, but that program dwindled to 50 by 2010 and is now essentially inactive as a cohesive program and overall progress has been weak (Department for Community Development 2014).

Of the 32 UNFCCC decisions mentioning gender, five stipulate gender balance and board participation; eight deal with gender balance and gender sensitivity. The 2010 Cancun Agreement raises gender several times "*...parties, when developing and implementing their national strategies or action plans, to address, inter alia, drivers of deforestation...gender considerations and the safeguard identified... ensuring the full and effective participation of relevant stakeholders*".<sup>16</sup> Adaptation to climate change should be... "*gender-sensitive, participatory and fully transparent*..."<sup>17</sup> and that capacity-building is crucial to all aspects of climate change programs "*...taking into account gender aspects [for]... full, effective and sustained implementation of the Convention*..."<sup>18</sup> The Durban Agreement reaffirmed the importance of

<sup>16</sup> FCCC/CP/2010/Add.1 decision 1/CP.16 paragraph 72)

<sup>17</sup> FCCC/CP/2010/Add.1 decision/CP.16/I.2.7

<sup>18</sup> FCCC/CP/2010/Add.1 decision 1/CP.16 paragraph 130)

gender aspects to execution of the Convention and included gender as a consideration in Safeguard Information Systems (SIS).<sup>19</sup>

More recently (2016) the Sustainable Development Goals "*build on the success of the Millennium Development Goals*" (www.UNDP.org) outlined under the 2030 Agenda for Sustainable Development, of which PNG is a participating state. But, the track record for PNG meeting such goals is poor (NSPT 2009).<sup>20</sup> Nonetheless, REDD+ could help promote action consistent with some of the seventeen SDGs, one of which (#5) is Gender Equality with nine targets. Of these targets, several are particularly applicable to REDD+ in PNG: ending all forms of discrimination, women's participation in leadership, equal rights to economic resources, and strong policies for gender equality. To the extent REDD+ can promote gender equality within its operations, it might contribute to PNG's progress toward some targets of 2030 Agenda SDG #5.

## National Policies and Laws

A brief summary of the main national legislation and policies with relevance to REDD+ and Gender is provided in Table 2. Some examples in the table include gender policies are not directly related to REDD+/forestry, but can provide examples and references that can be used for drawing up new policies following development of the national REDD+ strategy. The summary is followed by some more detailed discussion of key policies.

**Table Section 2. Overview of PNG National Law Relevant to Gender and REDD+.**

Act/Policy	Comments
The National Constitution	Calls for equal participation of men and women in all political, social, and economic activities specifically in Section 55 in regards to the Right to Equality of Citizens.
Council of Women Act, 1975	Formally established the National Council of Women
Village Courts Act	This Act creates offences relating to fights or violence to a person and the property of a person. The Act enables Village Courts to issue IPOs which make them important agent dispensing justice at a community level to address family sexual violence.
The Forestry Act	Attempts to recognize this right by providing for a woman representative on the NFB (Section 10(1)(h) of the Forestry Act 1991). Although this is not required at the provincial level (section 22 of the Forestry Act where there are no specific positions allocated on the PFMC Board for women representatives). Specific reference to equality of women and men is also mentioned in Forestry Policy in relation to Forestry Training and Education (Part V(b) of the Forestry Policy).
National Women's Policy of 1991	intended to improve the status for women in PNG society: <i>'increased participation by women as both beneficiaries and</i>

<sup>19</sup> FCCC/CP/2012/12/CP.17/Decision 1/paragraph 2) and FCCC/CP/2012/12/CP.17/Decision 13)

<sup>20</sup> None of international Millennium Development Goals were met (Independent State of PNG 2010) (Department for Community Development 2014). PNG lacks the financial and human resources to meet such goals, "*Consequently the implementation rate of multilateral environmental agreements is very low.*" [p.25] (Independent State of PNG 2010). Generally where MDG reporting was available, it depended on external funding and expertise (Andrew 2015).

	<i>agents in the development process and improvement in the quality of life for all' [p.2].</i>
Criminal Code (2002– Amendments to the Criminal code on Crimes against Children and rape)	Several provisions of the criminal code relate specifically to sexual assault, definitions of rape and the criminalisation of marital rape.
The HIV/AIDS Management and Prevention Act (2003)	This Act provides protection from harassment, discrimination and intimidation for persons living with HIV and AIDS. The intentional transmission or attempted transmission of HIV to another person is an assault.
National Agriculture Development Plan 2007-2016 (NADP)	Acknowledges the importance of women in agriculture. Priority Area 6 - Gender, social and HIV/AIDS related issues of the National Agricultural Development Plan 2007 – 2016 is “ <i>to promote equal participation of women in all aspects of agriculture and livestock development...</i> ”. A gender unit was established in Agriculture in 2000, but it has been inactive. Stated expected outcomes for 2015 that include equity in benefit sharing.
Gender Equity in Education Strategic Plan 2009-2014	DOE's deliberate attempt to correct gender imbalance within education, enacted with strong support at high levels. Success was modest in the plan time frame but many of the policies installed are still active.
Land Groups Incorporations (amendment) Act 2009	Introduced a greater level of gender equality ( Under s.14(b) and Schedule 6) as part of the process of establishing formal/officially/legally recognized land owning groups two female representatives (of six) must be elected to ILG management committees to ensure a 30% voting power in all decisions made over land tenure/forest arrangements.
Family Protection Act 2013	The Family Protection Act criminalises domestic violence and seeks to prevent and deter violence by ensuring that there is adequate legal protection for victims of domestic violence.
Gender Equality and Social Inclusion (GESI) Policy	Launched by the Department of Personnel Management in early 2013. GESI establishes guidelines to incorporate gender principles and policy (as well as other disenfranchised groups like people with disabilities) in all arms of government and national public service.
Climate Compatible Development Management Policy	Mentions the need (under the section on Background and Art. D. Policy Principles and clause 6.5) for “fair and equal participation in representation of views and to increase participation in all activities so as to ensure ownership of activities.” However, it does not emphasize how this will be accomplished.
Public-Private Partnership Act (PPP) of 2014	Establishes a centre and mechanisms to promote transparent public-private partnerships with a long-term aim of increasing private investment in infrastructure and services, REDD+ programs could leverage gender outputs as part of the PPP contract process. There is no specific language about gender in the Act.
CEPA Policy on Protected Areas	Adopted in 2014, the policy does not mention gender issues specifically. Protected areas could contribute to the nation’s national goals for REDD+ and its commitments to COP 21 for cutting emissions.
Climate Change Management Act (CCMA)	Establishes the CCDA and broad authority over climate finances, climate change policies, including GHG emissions, REDD+ and

2015	work with the UNFCCC. It board includes a member of the NCW.
CCDA Guideline for Gender and Climate Change	Drafted in 2014 presently in the process of being incorporated into workplace policy. The CCMA does not specifically emphasize the need for this policy. It is an internal policy document drafted and accepted by the CCDA for implementation.
Lukautim Pikinini Act 2015	Based on the United Nations Convention on the Rights of a Child. It extends protection to all children, including those sexually and physically exploited, children affected by conflicts, children with disabilities, and those infected/affected by HIV/AIDS. It guarantees protection of rights and respect for dignity of all children, particularly those with special needs.

The Women's Affairs Division was established in 1983 in the Department of Home Affairs and Youth and in 2000 it was changed to Gender and Development Division in the new Department of Community Development. In 2004 the Gender and Development Division was renamed Gender and Development Branch. The emphasis was on social mobilization of women, empowerment of rural women, and women's involvement in community governance, economic empowerment, and poverty alleviation projects. In 2005 the Office of Development of Women (ODW) was established, but it remains one entity in the diverse portfolios of the Ministry of Community Development and Religion. Support has been limiting, with little budget to cover activities (JICA 2010).<sup>21</sup>

The Gender Equity and Social Inclusion (GESI) Policy (DPM 2014) is and also various international conventions PNG has endorsed. GESI provides the template for gender inclusion by government agencies, like the PNGFA that might execute REDD+ activities. Among its goals, the GESI aims to achieve the following with the support of AusAid through the Economic and Public Sector Program:

- increase the representation of women in the public sector by 15% and increase representation of women in leadership and senior positions
- develop computer systems to readily identify staff sex disaggregated data and analyze the data
- monitor and review implementation of the policy at national, provincial and district levels
- make and distribute a gender equity and social inclusion toolkit for mainstreaming GESI in to the workplace

CEPA's 2014 Policy on Protected Areas lists five "pillars" that need to be strengthened in order to support PNG's aspirations for a network of protected areas<sup>22</sup> in addition to the conservation areas that fall under PNGFA required in Forest Management areas. Co-ordination of REDD+ policy/activities with Protected Areas policy/activities will not only be important for meeting carbon emission goals, but can provide opportunities to address gender issues under the umbrella of CEPA's work with Protected Areas development.

A number of agencies that will directly or indirectly execute national REDD+ policy have stipulations for women on their governing boards (Annex 4). These officers could potentially have strong influences on gender mainstreaming in their organizations. There is no guarantee that women board members will advance gender mainstreaming, nor that male board members will not be strong gender advocates. Including and inviting these advocates to help REDD+, will support gender sensitive leaders in partners, thus strengthen gender mainstreaming among its partner organizations.

<sup>21</sup> In 2013-14 its operating budget was 794,500 Kina out of 25.8 million for ODW and out of 128 million for the MCDR. (Department for Community Development 2014)

<sup>22</sup> Special Management Areas, Community Conservation Areas, Locally Managed Marine Protected Areas, and National Parks

PNG's latest longterm development strategy, PNG Vision 2050 (NSTP 2009) follows the Medium Term Development Strategies 1997-2002, 2003-2007 & 2005-2010.<sup>23</sup> Vision 2050 includes gender in one of the seven strategic focus areas ("Human Capital Development, Gender, Youth and People Empowerment"). But the emphasis is more on empowering the public in general (JICA 2010), with education a priority and a general statement to encourage greater participation of women "*at all levels of society*" (NSPT 2009). PNG has developed the 2010-2030 Development Strategic Plan to cover the first 20 years of Vision 2050 with the goal of PNG becoming a prosperous, middle income country by 2030 (DNPM 2010). Gender is one of eleven cross-cutting policy priorities with objectives of increasing the GDI from 0.54 (current) to 0.75 in 2030.<sup>24</sup> Other 2030 gender objectives include increasing the proportion of females in school and jobs for women, and raising the percentage of female tertiary graduates from 37% to 50%. Such increases, if they occur, could help meet the demand for women in REDD+ activities.

Even more recently, the Strategy for Responsible Sustainable Development for PNG (StaRS) has been created to provide a whole new development paradigm and a new roadmap to ensure sustainable development and natural resource use that benefits all people through more emphasis on renewable resources and green growth (DNPM 2014). StaRS has three pillars for sustainable development: Environment, Economic, and Social, which includes gender equality. Inclusive growth is considered essential to progress and minimizing social conflict. As a "payment for ecosystem services," REDD+ could be significant component of StaRS, and thus should incorporate the social priorities of StaRS as well.

#### **Provincial and Local laws, policies and Provincial Forest Management Committees (PFMCs)**

There are roughly 20 Provinces, 89 Districts, 319 LLGs and 6131 Wards.<sup>25</sup> Each has a governing body able to pass laws effective within their designated jurisdiction.<sup>26</sup> There are roughly 12,330 elected seats in the sub-national branches of government. Most provinces have not reported the full memberships of these seats, but the data available do show women are very underrepresented, as is the case at the national level (Annex 1d).

The PFMCs will be a key interface between the national REDD+ policy and actual implementation of REDD+ projects. All provinces are required to have a PFMC tasked with developing a Provincial Forestry Management Plan (PFMP) compliant with national forestry policy that meets approval by the PNGFA. PFMPs used to have three-year terms, but are now for five years. The key time to develop REDD+ in provincial forestry will be as PFMP terms expire and new PFMPs are drawn up. It will be essential to improve training and capacity relevant to REDD+, at least among the PFMC, prior to the drafting of each new PFMP. REDD+ trained foresters will need to work with PFMCs.

Provincial Administrators and the Heads of Forestry for each province select members of the PFMCs. National Forestry policy does not stipulate women be included in the committees. Generally the capacities of the PFMCs are weak. Understanding of REDD+ at the provincial forestry level is weak and considerable outreach and capacity building is needed. However, membership of the PFMCs can change with shifting provincial politics so capacity building will need to be an ongoing process. Training priority should go to the next provinces with PFMPs to expire.

The CCDA is piloting the establishment of Provincial Climate Change Committees (PCCC) and these committees will work on developing the policies and plans that the other sectors can adopt.<sup>27</sup> Thus the CCDA should stipulate and encourage strong representation by women and consideration of

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<sup>23</sup> Which lacked quantifiable objectives or performance indicators (DNPM 2010).

<sup>24</sup> Such an improvement would bring PNG to a GDI just under Iraq (.787) or Mali (.776) and still be within the bottom five of 188 countries (2014 rankings).

<sup>25</sup> Plus the NCD and North Solomons Autonomous Province. The exact numbers of sub-provincial bodies are somewhat in a state of flux depending developments in Hela, and Jiwaka Provinces, and.

<sup>26</sup> So long as those laws comply with national laws and statutes.

<sup>27</sup> As the PCCCs are just being formed, it will be important that they work closely with PFMCs and other existing relevant bodies.

gender issues as it establishes the PCCCs. Effective PCCCs can then have cascading influences at the subnational level, shaping climate (and gender) policies at the lower level Districts, LLGs and Wards.

Many of the government's laws and policies about gender need to work at the community level across the wide socio-economic-cultural diversity of rural PNG. It is here the good intentions of policy makers meet the hard realities of actually bringing change in diverse societies with strong gender traditions. Such changes are hard to effect in any one society, much less over 800 simultaneously. New policies and activities should bear in mind that long-term gender goals that can only be moved forward incrementally over the long term.

*“...while there are a wide range of laws and policies to protect the rights of women and enhance gender equality, strong cultural values and attitudes have limited the efficacy of these initiatives in achieving change at the local level. Achieving changes to these behavioral and attitudinal aspects of the culture is a long term effort that will require strong commitment from all relevant stakeholders. “ [p.13] (Bradley et al. 2013)*

### **Section 3: Stakeholders, gender dynamics, and initiatives in natural resource management and REDD+**

### Section 3 Summary

In PNG women are generally underrepresented as decision makers and in positions of power but they play key roles in the economy and resource management and are often significantly impacted by any changes in resource management policies. REDD+ strategy and policies need to build on these considerations.

REDD+ has had different forms of stakeholder participation in PNG to date and different objectives, from policy development to execution of pilot projects.

Evaluation of gender participation to date reveals some inadequacies and opportunities for improvement.

Existing mechanisms and status of consultation and inclusion are insufficient to meet the expectations for gender inclusion and participation.

Assessing the current status of gender inclusion and participation is hindered by lack of data and mechanisms to analyze gender data. Insufficient funding and government support constrains execution of existing gender policies. Better record-keeping and tracking of gender data is needed.

Better planning of outreach and participation is needed, with explicit gender considerations incorporated from day one.

PNG's diverse cultures can create obstacles for reforms that change gender perceptions and roles. Gender issues are much larger than REDD+, but REDD+ can be an important player in national initiatives and set higher standards in the resource management community.

Technical Working Groups have been the foundation for policy development, stakeholder participation, and outreach. Improvements are needed in the practices of the TWGs, inclusion of women, and mechanisms for communication through the TWGs in both directions with the larger stakeholder community.

REDD+ strategy and policies can provide new opportunities to advance gender issues. Current practices of gender inclusion in REDD+ can be improved.

### Introduction

*“Designing REDD+ to account for the impacts of gender relations, as well as to advance women’s empowerment and gender equality is indeed possible, and of the utmost importance to assure the success and effectiveness of REDD+ activities. Failure to include women, especially*



*poor women and female-headed households, as a decision-making stakeholder group with significant responsibilities and roles in forest resource management constitutes a real risk to the sustainability of REDD+ activities.” (Gurung et al. 2011)*

Three overarching issues relate to gender and natural resource management in PNG:

- 1) Women are underrepresented as decision makers and in positions of power.
- 2) Women often play a key role in the actual labor and activities of resource management in PNG such as collecting firewood, making gardens and even landownership in matrilineal societies, which are particularly relevant to possible components of REDD+ policies and projects.
- 3) As implied by #2, but in additional ways, women are often disproportionately impacted by any changes in resource management policies and practices.

Existing guidelines and procedurals understand the sequence necessarily be that 1) draft proposals of REDD+ programs or activities are created before step 2) stakeholders are identified (OCCD 2014)[p. 31]. Although PNG’s REDD+ strategy is not yet fully articulated, examining how REDD+ stakeholders to date have been engaged in the readiness phase can indicate current and future needs. Interviews and field visits were conducted to assess participatory approaches used with stakeholders in preliminary REDD+ activities (Annex 5). This information combined with desktop review helps identify some key stakeholders for incorporating gender-responsive and inclusive participatory mechanisms as REDD+ strategy and policies develop.

#### Gender representation-General

Women are underrepresented in leadership roles in areas of natural resource management and sustainability. Most of the Acts stipulating governance and boards of REDD+ relevant agencies in PNG either make no or modest gender requirements (stipulating a woman or a person conversant in gender issues). But even existing requirements for women on boards are not always enforced. Absence of gender representation is not a relict from old Acts written before gender awareness was an issue (e.g., the Physical Planning Act of 1989 not mentioning gender). But even some of the newest and most relevant Acts omit gender inclusiveness.<sup>28</sup>

This disproportionate representation has several core causes, but at the root are cultural biases and other factors that lead to the under representation of girls in schools and graduating high school.<sup>29</sup> There are fewer trained women for the formal sector and this is exacerbated when women are not promoted, paid, or trained on equal basis as men. REDD+ policies, if they hope to reverse or correct these fundamental gender-driven obstacles, will need to hire and promote women in REDD+ related positions at an early stage such as in forestry, climate change, and REDD+ governance. Presently woman graduates are underutilized and often apply for jobs that do not fit with their qualifications.<sup>30</sup>

Properly incorporating gender in REDD+ requires sex disaggregated data relevant to agencies and stakeholders, specifically “forestry data (employment, income, market information), land data (ownership, rights, use) and forest use data (non-cash income, medicinal value, cultural use).” [p.18] (UN-REDD Programme 2013a). Such data are not readily available in PNG.<sup>31</sup> The Guidance Note goes on to recommend “a capacity assessment of stakeholders involved in a national REDD+ process...” Such assessment is difficult given that the national REDD+ strategy is not yet formulated. The Guidance Note acknowledges this, “If it is not possible to carry out a gender analysis in the beginning of a REDD+ process, it is still beneficial to undertake a gender analysis later in the process.” [p18] (UN-REDD Programme 2013a).

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<sup>28</sup> E.g., The 2014 Act, establishing the CEPA as the primary agency for environmental protection, has no requirement for women’s representation on its seven member governing board.

<sup>29</sup> A scenario common to many REDD+ projects, e.g., Vietnam (UN-REDD Programme. 2013b).

<sup>30</sup> S.J.K. personal observation.

<sup>31</sup> It is estimated the forestry industry employs about 7000 people in PNG, but there are no gender disaggregated data (World Bank 2013)

### Gender Representation, Land tenure and Incorporated Land Groups (ILGs)

In PNG natural resource use is always a gendered practice. Women are often culturally restricted from land tenure and have only user rights (Venuti, 2014). Ownership is often biased by gender based on social and cultural norms, with mostly patrilineal systems, but in some regions matrilineal systems are predominant. This is complicated by the fact that the government legalizes both cultural and modern marriages. This inequality can render women vulnerable in the case when a woman married culturally is divorced. She has no legal right to land and is therefore often excluded from both her birth and marriage societies. An ILG is neatly defined by the Department of Lands & Physical Planning (DLPP) as “...an organized customary group legally given recognition to their corporate nature under the ILG Act. It is a legal mechanism whereby customary groups are empowered to do business, hold, dispose, manage, and deal with land in their customary name. It is a corporative vehicle that enables landowners to participate in the economic development and run their business affairs on their customary land” [p.1] (Department of Lands and Physical Planning, 2012).

The ILG concept has been criticised for some of its loopholes (Fingleton, 1998; Tataria et al. 1998; Yala 2010). One of the largest problems of ILGs and projects is the management of landowner benefits (Filer 2009). The creation of land use plans and agreements can be relatively straightforward, but the distribution of benefits and the execution of activities are major concerns that challenge the long-term viability of ILGs. Even if REDD+ practices are begun in good faith, like so many other projects in the past, they will disintegrate and fail if people perceive they are not deriving the benefits they expected or feel they deserve (Karigawa et al. 2016). ILGs have also been contested for the lack of gender inclusion in its processes although three quarters of customary land ownership is patrilineal and the remaining one quarter is matrilineal. In a patrilineal society, although women are often not allowed to speak up in public regarding land issues, they are still respected for their guardianship of the land. Likewise, even though women own land in matrilineal societies men are still respected for their leadership concerning land (Koain, 2007).

Given the important roles men and women play in landownership in PNG, it is crucial to ensure that both gender groups are effectively engaged throughout the ILG processes, particularly the benefits and activities. If women, for instance, are excluded or perceived as excluded from benefits and activities, then that plants the seed for discontent among key stakeholders (Filer 2009). Even where benefits intended for women are diverted by men in the community, often the short-changed women perceive their lack of benefit as a failure of the project to include and protect their interests. Thus serious effort and guidelines for inclusion of women and other under-served stakeholders are necessary for long-term success. Even the National Land Development Program has been criticised for lacking any gender perspective and not undertaking any gender analysis ... “women continue to be faced with cultural, social, economic and political inequalities. There is no evidence the National Land Development Program is gender sensitive. ...” [pg 14] (AIDWATCH 2008). In summary, reliance on the ILG as the partner in REDD+ activities, without mechanisms to monitor inclusion of women within the ILG, could lead to poor gender representation and possibly the rejection and ultimate failure of the REDD+ project/activity.

REDD+ monitoring of ILG’s gender participation could be difficult because there is no mechanism by which external agencies can find out how many ILGs have been registered, their specific purpose, or representation of women in the ILG.<sup>32</sup> That being said, there have been some recent improvements such as the establishment of a public Complaints Desk in 2014 under the DLLP. However, reporting slowed down toward the end of 2015 due to the Lands Minister removing all powers of the Secretary who is responsible for managing, monitoring and releasing statistics from the Internal Audit Division.

### Review of Current REDD+ Gender Representation, Engagement and Participation

Reviews of REDD+ programs further along than PNG’s often show that the realities in the field have fallen short of such guidelines, such as Nepal (Khadka et al. 2014; Poudel et al. 2015), Madagascar (Poudyal et al. 2016), Bolivia (May et al. 2004), Brazil (May et al. 2004), Cambodia (Bradley et al.

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<sup>32</sup> The Registrar in the Lands Department has no obligation to share registration information and it is not available outside the department (Filer 2009). REDD+ partners with ILGs will need to devise other means of learning the composition of ILGs

2013), Cameroon (Brown 2011), Central African Republic (Brown 2011), Indonesia (Howell 2015), Democratic Republic of Congo (Brown 2011). And even in PNG where efforts have been made to include women in local participation in REDD+, women's participation was still poor because of cultural and family obligations (Ken et al. 2016).

There is minimal documentation available showing the different approaches used in REDD+ stakeholder consultations in PNG to date. The UN-REDD Guidelines on FPIC (UN-REDD Programme 2013c) explicitly emphasizes that women and men have different roles, rights and responsibilities, as well as knowledge of forests that shape their experiences differently. This renders the need to have participatory processes that cater for gender specificities. One recommended approach is the use of 'women only' or 'men only' focus groups and consultations that facilitate equal participation in decision making from both gender groups and potentially addresses power dimensions and cultural norms that encourage gender inequality.

*“the REDD+ proponents must inform and engage broadly with all community groups and other stakeholders using socially and culturally appropriate methods. Where possible, consultations should be carried out in a local language, and should be gender and inter-generationally inclusive” [p.13] (OCCD 2012).*

The Operational Framework for FPIC guidelines for REDD+ in PNG recommends consultations disaggregated by gender, age and marginalized/vulnerable groups and mentions working with women's groups (OCCD 2014b). But there is little documentation yet on if and when these guidelines have been applied.<sup>33</sup>

People interviewed (Annex 5) reported using focus groups, community meetings, and one-one interviews as the basic stakeholder consultation approaches to achieve their goals (Annex 6). The actors interviewed said they try to apply gender sensitive approaches during their stakeholder consultation and participatory activities. But these have not been documented; there are few sex disaggregated data or activity logs available. Despite catering for gender in their REDD+ stakeholder consultation approaches, most had no specific department policy or guidelines that adequately captured gender. The CCDA, unlike many departments, has made provisions for gender in its legislative frameworks such as the Climate Change Management Act (Independent State of PNG 2015b) and the PNG REDD+ Project Guidelines (OCCD 2012).

Even though many departments do not have guidelines that capture gender in their stakeholder consultation approaches, their awareness of gender implications is evident in their stakeholder engagements. The approaches they use to cater for gender disparities are often influenced by knowledge of the cultural context of the people or communities involved. Informal cultural familiarity and experience often bridge the gap between policy and implementation. Interview participants recognized the significant roles women play within society and the unique contributions they can make if they are given the opportunity to participate fully in REDD+. Most participants agreed that women are good financial managers concerned about the well-being of their families. They observed that women's decisions and actions are centred on their roles as mother, sister or daughter and that they prioritize things relative to benefits to their family. To ensure consistency, policy frameworks or guidelines should capture informal practical knowledge and skills on how to address gender in stakeholder engagement processes.

Interview techniques employed in the field must be sensitive to the local cultural context and tailored to unique cultures, customs and traditions inherent to any group of stakeholders. In PNG there is empirical evidence showing that development agencies and NGOs that comply with the traditional decision and leadership processes of the community increase the receptivity of the people, encourage equal gender participation, and increase the chance of success of the proposed project or work (Jerome 2015).

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<sup>33</sup> The pilot REDD+ projects in PNG were already well underway by August 2014 when these guidelines produced.

### Lessons from pilot/demonstration projects

Experience at existing REDD+ demonstration projects can help identify issues and concerns that will arise in the national REDD+ strategy and policies. Currently there are four sanctioned REDD+ demonstration projects in PNG. The April Salumei and Central Suau projects are most informative because they are furthest along and have had more stakeholder involvement.<sup>34</sup>

Central Suau communities are poorly informed of what REDD+ is or what the demonstration project will entail despite a senior PNGFA officer saying there had been two years of outreach in the communities.<sup>35</sup> The OCCD undertook a field test of the draft social and environmental safeguards (SES) in central Suau (OCCD 2014a).<sup>36</sup> The field test was part of finalizing SES versions (including FPIC) before endorsement by the NEC.

Testing was done immediately after OCCD staff presented information about REDD+. The results indicated serious limitations for community members to assimilate and understand information provided, problems due to language issues, and general disinterest in REDD+. There was a general expectation of future income from their forest.<sup>37</sup> Women interviewed had the least understanding of REDD+, and male leaders had the best. Despite the clear indication that the Suau populace is largely ignorant of REDD+, activities for REDD+ planning have continued. Two months after this report indicated stakeholders were ill-informed a workshop was held in Port Moresby.<sup>38</sup> The workshop shared results of pilot studies in the second half of 2014.<sup>39</sup> Those studies indicated the project was not economically feasible due to the relatively small amount of marketable timber that was accessible for commercial extraction.<sup>40</sup> Rather than drop the project due to its infeasibility, the workshop participants<sup>41</sup> recommended the area of the project should be doubled. This would double the number of stakeholders, none of whom had been involved in consultations and outreach.

There can be a substantial gap between perceptions of outreach by REDD+ implementing agencies<sup>42</sup> and the realities at the community level. REDD+ will not be effective without much more intensive outreach and communication. In the PNG context this includes sending outreach personnel into communities for extended periods of time including female officers who can meet independently with women in communities on their schedule.

April Salumei has a long and complex history of dynamic between logging and conservation interests, including opposition to logging by the East Sepik Council of Women (Filer 2015). Despite over a decade of activity by various NGOs and government agencies, there still is no clear database of landowners, ILGs, and Ward constituents. Different landowner companies have formed resulting in blurred representation and legitimacy. Early consideration of REDD began in 2008 and some early proponents developed a “carbon cargo cult” mentality<sup>43</sup> fueled by lack of regulation speculators in the voluntary carbon market (Filer 2015). By 2010, after the NEC’s decision that voluntary carbon trading was inadvisable, it was decided that April Salumei would be one of PNG’s pilot REDD+ projects. Foreign firms were contracted to check project compliance for validation, but issues of ownership and consultation were never resolved or documented and major administrative issues were unresolved {Filer, 2015 #191}.

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<sup>34</sup> West New Britain and Eastern Highlands projects are not far along in execution.

<sup>35</sup> Site visit 22 Aug-13 Sep 2014

<sup>36</sup> In three of the 22 wards in the project area over five days in November 2014. 55 men and 46 women were interviewed.

<sup>37</sup> Expectations were usually vastly inflated from what is possible in REDD+.

<sup>38</sup> Lamana Hotel, February 2015, hosted by the GIZ

<sup>39</sup> Social mapping, biodiversity assessment, and estimations of carbon stocks.

<sup>40</sup> The value of carbon would not be sufficient to cover operational costs, such as monitoring, of a RIL REDD+ project.

<sup>41</sup> PNGFA, donors, community members

<sup>42</sup> In this case PNGFA

<sup>43</sup> “Cargo Cults” is a term coined in PNG when unrealistic expectations arise for delivery of goods and services through poorly understood mechanisms. They usually arise among rural people with poor education and limited exposure to global systems of economics and production. They have challenged and derailed many conservation and development projects in PNG (e.g., Dalsgaard 2001), so REDD+ policy makers can learn from these past experiences.

The April Salumei and Central Suau experiences can be informative for those drafting national strategy and policies. Although components of the national REDD+ strategy might not operate at the same grassroots level as the demonstration projects, activities requiring actions or changes by stakeholders in PNG will need much more thorough outreach than has generally been employed.<sup>44</sup>

The choice of the pilot projects was not based on feasibility or community interest. The criteria for site selection were: approved PFMP, altitude, high potential threat, accessibility, and under customary ownership (Saulei 2013). Outreach has been confusing, with contradictory messages from different sources (Filer 2015).<sup>45</sup> Competing interests have prevented consistent impartial outreach and increased confusion. It would be safe to say after two decades of activity from the formation of the FMAs through development of the pilot projects that there is still little understanding of REDD+, no capability for FPIC, and no mechanisms for benefit sharing. There was no actual plan and documentation of outreach<sup>46</sup> in the communities.

Developers of national standards for REDD+ should remember how difficult it can be to work effectively with multiple communities under one project umbrella. Many of the recommended guidelines for “outreach, capacity building, etc.” so easily written in policies and guidance notes are in reality next to impossible to implement without substantial funding, long-term planning, centralized and strong leadership, and consistent execution.

### **Lessons from Review of Technical Working Groups and Engagement**

The main mechanism for input to the development of REDD+ in PNG has been through the Technical Working Groups (TWG).<sup>47</sup> Composition of participants in three TWGs was provided.<sup>48</sup> The overall sex ratio (m:f) was 103:26 (20% female). Furthermore some interviewees noted that women participating in the TWGs were often too soft-spoken or reluctant to speak freely in the presence of their bosses; their input did not fully register. In one the composition was >50% REDD+ professionals (CCDA, FCPF, UN-REDD) and in the others >33, with many on multiple TWGs. If indicative of the other TWGs, the representation of women could be improved, most notably by adding representatives of women’s groups like the ODW and if the CCDA emphasized importance of female representation when it invites an agency to send a representative to a TWG.

These two TWGs do not show much representation from outside the national government and a few NGOs. The feedback from key stakeholders via SES and REDD+ Safeguards, Adaptation and MRV TWGs has been criticized for not including representatives with high enough authority to represent government agencies. At times the scheduling of the meetings made participation difficult for some stakeholders/members (interviewee comments and Babon et al. 2013).

The CCDA and UN-REDD ran several outreach and consultative workshops in 2014-2015.<sup>49</sup> The only participant lists are the handwritten signed-in lists filled in during the workshop; the information was not captured electronically. The participants gave their institutional affiliation, but not age or gender. The only way to derive sex-disaggregated data is from the gender presumed by first name. The ratio of participants was about 123 male to 47 female (28%), with most biased ratios in the highlands (17% female) and the least biased in East New Britain (35%). Data like these need to be more rigorously collected and then better managed.<sup>50</sup>

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<sup>44</sup> e.g., HIV/AIDS Council to see extent of outreach necessary to realize even minor shifts in behavior.

<sup>45</sup> Personal communications from community members at central Suau, Milne Bay Province.

<sup>46</sup> There are no data on who has been contacted, when, what was conveyed, and whether the information was understood other than participant lists at some workshops.

<sup>47</sup> Including Social Environmental Safeguards (SES), REDD+ Safeguards, Adaptation TWG and and Monitoring, Measurement, Reporting and Verification TWG (MMRV)

<sup>48</sup> SES, MRV, and REDD+ Safeguards TWG.

<sup>49</sup> Participant lists were provided for FPIC Field Test/Goroka 2015, Training of Trainers Goroka/Mt. Hagen/Kokopo/Vanimu/ 2015 Stakeholder consultation ENB 2014

<sup>50</sup> Large files of hand-written paper sign-in sheets will eventually become unwieldy and likely lost. They are useless for evaluating gender participation in REDD+ outreach, consultation and training.



In November 2015 over sixty people involved in REDD+ in PNG gathered for a two-day workshop on lessons learned.<sup>51</sup> In the compiled minutes of the conference (UN-REDD Programme 2015) there is no mention of gender or women, although their inclusion might be implied by the generic use of “stakeholders.” Nonetheless, it suggests gender mainstreaming was not significantly discussed. There is a need for a more conscious effort to prioritize and incorporate gender mainstreaming in REDD+.

The workshop assessed self-perceived improvements since a similar survey in 2013 in REDD+ understanding among six groups of participants.<sup>52</sup> The results indicated that understanding of REDD+ is poor to moderate across all sectors surveyed although slightly stronger among NGOs. There was little to indicate improved understanding of REDD+ despite the outreach and consultations activities 2013-2015. The review shared useful information among the people developing REDD+ (CCDA, PNGFA, UNDP, etc.) but did not include feedback from stakeholders outside this inner circle. Participants felt communication among government departmental stakeholders had improved, but that information did not extend far beyond the participants of the TWGs and that there was inadequate participation by provincial and other stakeholders. There is a potential risk for expanding disconnect between the REDD+ program leaders in Port Moresby and the rest of the country.

### Youth involvement in community consultations

Apart from concerns about the equal participation of men and women, concerns about youths also emerged. PNG has a youth development index of 0.49 (122 out of 170 countries) and an average literacy rate in both sexes (15-24 years) of 72.35% (UNESCO, 2015). These statistics are relatively low in comparison to the other Pacific island countries and indicate a potential growth in youth involvement in the country (Curtain 2011) and reflected by the accelerated formation of youth-driven organizations over the last 10 years in PNG (Noble et al. 2011). In the interviews that were carried out, most participants felt that their stakeholder consultations (at the national and community level) had minimal to no youth involvement. Youth involvement is crucial for the quality, sustainability and the continuation of REDD+ projects. The engagement and improved inclusion of youth can also help promote the integration of a gender approach and should be pursued in tandem with supporting the meaningful engagement of other marginalized groups, such as women, local communities and indigenous peoples.

### Enabling Factors

Cultural norms that hinder female representation and participation in PNG can have a negative impact on their well-being and livelihood. However, women’s participation can also be improved given the right environment and support.

Interview results showed that while there are barriers to female participation and representation there are also enabling factors. Enabling factors (Annex 7) refers to factors that encourage women to speak up, and participate fully in whatever gender-mixed setting they are in. For instance, it was noted that women who carry status within a community or organization tend to participate effectively in open forums or workshops compared to others that don’t possess such leverage.

Based on the summary of enabling and constraining factors to effective female participation (Annex 7), six of them appear to be common at the community and national level that can either be a hindrance or enabler to women’s participation. These include: (i) culture, (ii) education, (iii) specific roles and responsibilities, (iv) the type of stakeholder engagement approach used, and (v) the relevance of the project introduced, or topic of interest disseminated to stakeholders concerned.

In PNG cultural beliefs, customs and practices vary across provinces, clans, tribes and even families (Jerome 2015). Interviews with key stakeholders (independent of their gender) identified culture as a key influential factor to women’s participation and saw culture as either a challenge or an opportunity. In other words, culture can either have a negative or positive impact on women’s participation that

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<sup>51</sup> About 18% of the listed workshop participants were women; 42% National and Provincial Government; 29% Development Agencies, 13% NGOs, 9% academia and private sector.

<sup>52</sup> academia, private sector, international NGOs, national NGOs, IO/donors, and government

can vary by individual. How they use and manipulate culture for their benefit, or alter how it hinders their progress, can be facilitated by program organizers with strong understanding of circumstances.

Like culture, education can also be both a barrier and enabler to enhanced female participation. Findings from the stakeholder interviews showed that women with some form of secondary and tertiary education were more vocal during community forums and meetings. On the other hand, participants believed that women that lacked formal education tended to be shy and were less confident in expressing themselves.

The 'specific roles and responsibilities' factor also has both an enabling or constraining effect on female participation. Like men, women play specific roles and responsibilities within their spaces whether it is within their families, communities or work places. One participant observed that it is often difficult to keep women together in one place for community meetings because they have daily tasks and activities to fulfill, adding that if women are to fully participate in any meeting or forum, advance notice needs to be given so that the women have ample time to organize time to participate. Furthermore, aligning community project goals with specific gender roles and responsibilities also helped motivate participation of women. For example, female participation in national stakeholder meetings is often prioritized according to the individual's roles and responsibilities in their organization. A woman would participate more in a stakeholder discussion when it was within her job description or when explicitly authorized by management. Perceived relevance of a project or topic to stakeholders can limit effective participation from both men and women. Gaining community support is not always easy, meaning that tailoring a project to meet the existing needs of a community is crucial, including specific gender roles and responsibilities of community members.

The majority of the participants agreed that women making decisions based on their mother/female perspectives can be useful if channeled in the right policy frameworks. But a few people interviewed felt otherwise. For example, one participant believed that men are more abreast with what is happening around them and are therefore in a better position to make better decisions, or play a leadership role. Another participant argued from a national level perspective that representation is not merely about equal gender participation or representation; the participant's capacity to contribute meaningfully to policy development is more important.

#### **REDD+ Future Stakeholders and Engagement**

In the development of national REDD+ strategy a wide range of stakeholders will need to be involved in various stages, from developing the strategy to executing policies. Some possible key stakeholders, particularly relevant to gender issues, are listed in Annex 8 including 63 that might be useful for providing information, 15 that might be useful in developing the National REDD+ strategy (particularly relevant to gender), 34 that could be partners in execution of REDD+ policy (including gender components), 38 with an emphasis on gender issues, 44 with an emphasis on environmental issues, and 24 that would be possible partners to help execute and guide gender mainstreaming in REDD+ projects and activities (not including at the provincial level).

A key driver of success in gender mainstreaming in REDD+ will be by partnering with existing gender-oriented organizations. The 24 listed are mainly national and based in Port Moresby. But as activities begin in other provinces it will be highly recommended to draw in local gender organizations and women's groups. The core national groups listed here can assist with identifying good partners at the provincial and local levels.



## Section 4. Synthesis and Discussion

### Section 4 Summary

Gender inclusive and responsive participatory approaches in REDD+ and natural resource management have often been lacking for various reasons including: poor policy, underfunding, cultural inertia, insufficient data, lack of political will, corruption, inadequate technical capacity, poor access to information, and lack of inter-agency coordination.

There is a rich history of other programs in PNG with payment for ecosystem services similar to REDD+ that can be used to guide REDD+ with lessons learned.

A key to success for REDD+ will be through capacity building and targeting training in key positions early in the REDD+ cycle and throughout the REDD+ policy implementation.

Improving gender mainstreaming in REDD+ can be facilitated through strategic collaborations with existing women's groups and other stakeholder advocacy groups.

Gender considerations should be incorporated early in REDD+ policy and adapted and expanded as needed as REDD+ programs are undertaken.

### **Overview**

In PNG gender social constructs ramify into all aspects of society; gender equality is still far from a reality. Gender norms driven by multiple factors, such as cultural history, discrimination, poverty, land tenure, education, etc. often place women (and youth or other disenfranchised groups) in a disadvantaged position with fewer rights than men (Dickerson-Putnam 1994). Consequently there are significant societal inequities and inequalities in decision-making, benefit-sharing, and access to resources, justice, education, information, and power. These societal issues will inevitably and directly spill over into REDD+ activities.

The findings showed that although some of the REDD+ actors already unevenly apply gender inclusive and sensitive approaches in their stakeholder consultations, the majority of them do not have these important approaches captured in a guideline or policy. Some key gaps (discussed below) are identified in the stakeholder consultation approaches that will be useful to inform the drafters of the national REDD+ strategy. The review process also showed that while some departments were very cooperative and demonstrated in-depth knowledge and appreciation of the interviews, others did not. This lack of cooperation reveals a capacity gap in REDD+ and forestry related agencies in PNG. Cooperation and coordination across sectors and agencies is weak, affecting the ability to integrate gender responsive stakeholder engagement within the components of REDD+. A national strategy will need to unite the many players and stakeholders in REDD+ and tighten cooperation toward mutually shared and understood objectives, including gender mainstreaming.

It will be necessary to explicitly include gender as part of the national REDD+ strategy. REDD+ cannot follow business-as-usual in terms of gender and expect to comply with established international standards and criteria for REDD+. Additionally due to the crucial roles of women for the successful implementation of REDD+ interventions, success in PNG will depend upon greater inclusive participatory stakeholder engagement for all, including women and youth. A more proactive approach is needed to gender stakeholder engagement among most government agencies involved.

### **Gender sensitive policies and political willingness**

The PNG Constitution and numerous treaties and policy statements provide a foundation to build gender equality principles, policies, development plans and strategies. But progress has been slow.

*“Ultimately. A strong and durable legal framework will be required if safeguards are to be fully implemented over the medium and longer terms. However, time will be needed for this to happen, as legal reform is a gradual process that requires strong political backing.” [p.5] (UN-REDD Programme 2014)*

The 2003-2004 Independent Forestry Review (I-AFC 2004) found that the policies, regulations and guidelines for forestry were basically adequate for sustainable forestry, but what was lacking were the governance, enforcement, and political will to follow them. The envisioned policies and guidelines for REDD+ can be expected to suffer the same challenges. No matter how good the strategy and policies, they will only matter to the extent the implementing and enforcing stakeholders/institutions have the will and abilities to adhere to them.

GESI will provide the improved approaches and means for gender mainstreaming for REDD+ in PNG. A GESI toolkit for gender equity and inclusion is in preparation that can be expected to facilitate REDD+ with PNG context-specific guidelines and support material for mainstreaming gender. But further national legislative action is needed to bring GESI fully into effect.

### **Women’s Networks<sup>53</sup>**

Despite substantial government weakness in women’s support<sup>54</sup>, PNG does have an informal sector of women’s networks that is gathering strength and power.<sup>55</sup> From women’s business and health groups to church and community associations, women are taking action and working collaboratively for gender mainstreaming where government often fails. One major key to better integration and mainstreaming of gender in REDD+ will be to engage and involve existing women’s networks. Many have the drive, organization, and abilities to advance gender issues, but they lack strong partners and resources. REDD+ partners and resources could help fill this need and provide a platform for existing women’s groups to help guide the development of national REDD+ strategy and execution of REDD+ policies and activities.

### **Technical Capacity for REDD+**

Setting gender (and environmental) goals and benchmarks as PNG has done is laudable. But there is often inadequate capacity to monitor progress and guide improvements.<sup>56</sup> PNG lacks human resources with the capacity to collect and analyze basic social data needed to guide national policy makers. Merely setting targets for REDD+ policy (gender and otherwise) will serve little value without simultaneously building capacities among REDD+ implementing agencies for gender sensitive data collection and analysis. Historically international donors and agencies have played an inordinately important role for such tasks in PNG (Andrew 2015).

*“Capacity and institution building are central to REDD+ readiness in PNG. Funders and government agencies concerned to show outcomes could place too much of the necessary work in the hands of external consultants, when a better solution would be to use and build on existing capacity for PNG nationals to conduct this work.” Main conclusion [p.38] (Scheyvens 2012)*

<sup>53</sup> Similar recommendations could be made for expanding stakeholder engagement and collaboration for other participant groups, such as youth, church, handicapped, etc. But beyond the scope of this review. The core message is to seek out appropriate, existing, collaborators for networking early in the process of engagement and to build on such networks throughout the process. REDD+ agencies going it alone will be less effective.

<sup>54</sup> e.g. inadequate budgets, underrepresentation in parliament and judiciary, etc.

<sup>55</sup> see United States Embassy Port Moresby. 2015. Papua New Guinea Women's Directory. (Embassy US, ed), 1-54.

<sup>56</sup> For example, the position responsible for monitoring and utilizing data relevant to the MDG benchmarks was vacant for three years 2011-2014 Andrew M. 2015. The Millennium Development Goals in Papua New Guinea: the response of government. In: Conference on Resource Development and Human Well-Being: Issues in the Measurement of Progress. Gateway Hotel, Port Moresby.

The Guidance Note on Gender Sensitive REDD+ emphasizes the importance of capacity building. Capacity building can “1) ensure women have access to all the relevant information, 2) ensure information is understandable and presented appropriately, 3) introduce decision-making processes and entry points, 4) build women’s communication skills.” [p34] (UN-REDD Programme 2013a). General deficiencies in national education cannot be fixed by REDD+ policy, but targeted training of key REDD+ players can go a long way to correcting some problems.<sup>57</sup>

REDD+ capacity building to date has mainly concentrated on CCDA and PNGFA staff, not Lands, Agriculture, the Provinces, etc. despite many invitations to participate.<sup>58</sup> There are large gaps in the national government’s ability to advance a national REDD+ policy across all sectors.<sup>59</sup> Many government agencies are understaffed and underfunded. Broader participation will require correcting these deficiencies and building a clearer message about why REDD+ matters to their missions. They should be encouraged to have a greater sense of purpose, involvement, and ownership in REDD+.

The gender balance of forestry and agriculture students is not improving dramatically: 34% of students enrolled in the Department of Agriculture are female in 2016 while 30% graduating in 2016 are female. In 2016 ten (20%) of enrolling Forestry students are female while 6 (46%) graduating in 2016 are female.<sup>60</sup> The number of females currently enrolled will be insufficient to meet the growing demands from REDD+ programs.<sup>61</sup> Efforts now could be introduced to support more, especially female, forestry students, help increase retention and place them in positions after graduation. Such graduates will be needed for many aspects of community work in REDD+, proactive planning could help build capacity for when it is needed.

### Institutional Challenges

The historical challenges to execute long-existing forestry law and policies suggests execution of future REDD+ policies will likely face similar challenges (Larson et al. 2011; Venuti 2014). Disparities between policy and execution often arise where policy conflicts with interests of influential and politically-connected players. To the extent REDD+ policies do not conflict with powerful stakeholders, the chances of success will be greater. Thus it is possible non-climate aspects of REDD+ policies, like gender mainstreaming, might have modest success while core climate aspects, like reduced deforestation from logging face more existing challenges. Hypothetically speaking some development gains (such as gender mainstreaming and capacity building) could result even where GHG reductions fall short.

*“This recent history of failed reforms and the persistence of illegal logging serve to highlight the significant governance challenges Papua New Guinea is likely to face if it is to build an enabling environment for effective and equitable REDD+ (ODI 2007a).” [p3] (Babon 2011)*

CEPA has played a small role in REDD+ at least up to 2012 (Scheyvens 2012). There is a recognized need to increase the capacity of CEPA to create conservation areas under the Conservation Areas Act and manage protected areas. New conservation areas could be mechanisms for REDD+ funding. Large investment from foreign donors has been required in all the larger protected areas in PNG.<sup>62</sup> CEPA currently has programs to strengthen protected areas policies and management funded through

<sup>57</sup> E.g., training women foresters and REDD+ outreach officers who will then build stakeholder capacity in locally appropriate ways.

<sup>58</sup> UNDP staff personal communication.

<sup>59</sup> Not to mention even less capacity at the provincial and local level governments.

<sup>60</sup> About a third of the undergraduates currently enrolled in the Unitech Forestry program are women UNITECH faculty, personal communication

<sup>61</sup> Unitech 2016 Acceptance List for Agriculture and Forestry

<sup>62</sup> excepting the Mangelas project in Oro Province

JICA that will help redress this problem. There are currently needs for improved gender perspective and inclusion in these programs.<sup>63</sup>

REDD+ implementation will experience many of the same challenges and pitfalls of ICDPs (Blom et al. 2010; Wells et al. 2004). PNG's ICDPs have mostly failed largely due to programmatic capacity needs (Blom et al. 2010). REDD+ in PNG will need to avoid repeating the same, and often well-documented ICDP failures. It would serve developers of REDD+ to consult with people experienced with ICDPs because they have practical experience with REDD+ issues, including gender.

The CCDA has broad powers over all climate related activities in PNG (including adaptation, mitigation, data collection, financial management, etc.) and will be the overseeing agency on REDD+ programs and policies. These powers could be judiciously applied to help gender mainstreaming, from requiring collection and use of sex-disaggregated data to stipulating inclusion of women in REDD+ activities. The 2014 National Climate Development Policy (NCCDP) aims for a sustainable economy through a low carbon and green economy. The NCCDP is more detailed and derived from the broader Vision 2050 strategic plan. But a number of weaknesses have been identified (OCCD 2014) that need attention for REDD+ to move forward in the medium to long term.<sup>64</sup> As these gaps are addressed they might provide entry points for improving gender issues.

### Information needs

There is no core set of indicators for monitoring national progress in gender equality and parity, nor are there mechanisms to gather the necessary data. The Integrated Government Information System (IGIS) was launched in 2014. As of late 2015 there was no evidence that it was functioning or could begin to provide the kind of data needed for many issues, including gender (DCD 2014). There is no ODW mechanism for gathering or disseminating gender-disaggregated data (DCD 2014). Without better gender data collection and evaluation, it will not be possible to determine the needs, best approaches, monitor progress or improve gender policy interventions as REDD+ is executed (Redman-MacLaren et al. 2014).

There is no easy portal to access other information relevant to REDD+ in PNG. There is no single archive, on line database, or catalog of materials the public can access. Moreover, no such resources exist within agencies working with REDD+. Staff working with REDD+ need to do considerable desktop research for any topic, often duplicating previous efforts of others. For the PNG public, resources are simply not available. Information is obtained by word of mouth, from newspapers, radio and television—the least reliable sources. There is no website the public can access for information about REDD+ in PNG. CCDA used to have a library and a reference spreadsheet, but somewhere in the course of changing offices and management these were lost.<sup>65</sup> Websites that might be helpful, like the CCDA website, are usually out of service due to inadequate funding and web administration.

The national REDD+ strategy should include an online information resource and feedback mechanism free to the public. In the digital era, even with PNG's poor internet infrastructure, there is no reason why the general populace should not be able to readily access digital information about REDD+ and be able to provide comment and feedback to REDD+ administrators and planners. Information and feedback (i.e. outreach and participatory stakeholder engagement) via the web is equally accessible to men and women. At least in tertiary education there is not a significant difference by gender in access and use of information communication technology in PNG (Kolodziejczyk 2015). Digital stakeholder participation alone will not engage the full target pool, but it does provide a powerful, affordable, and non-gender biased<sup>66</sup> tool for stakeholder engagement.

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<sup>63</sup> For example, there are no good guidelines about gender in stakeholder participation, collecting sex-disaggregated data, or specification for gender policy within CEPA (CEPA staff personal communication).

<sup>64</sup> Benefit sharing and rights to carbon; Access to information and involvement in decision making; Devolved governance and land-use planning; Weak implementation of environmental safeguards in existing laws ; Conflicts between national laws and sector policies; Grievance and redress mechanisms

<sup>65</sup> OCCD staff, personal communication

<sup>66</sup> Some gender bias in access might exist in PNG, but a telling point is that when women do have access, their experience and participation is gender neutral (i.e. servers do not know users' gender).

Information sharing among partners—government, international markets, donors, NGOs and the rural owners of carbon stocks—is difficult. Poor communication has fueled unrealistic expectations and other misconceptions that can derail REDD+ activities before they begin to deliver. Stronger communication and satellite/cellular internet access in rural communities is needed (Melick 2010).

### Cultural Considerations

Cultural dimensions in the form of male dominant decision making structures, and distinct gender roles and responsibilities are a main impediment to women's effective participation in REDD+ activities in PNG. But possibly these cultural factors, if they are utilized properly, can be used to achieve positive REDD+ outcomes and increase women's participations. The first step is to learn the key cultural barriers and enablers to women's participation in the REDD+ policy before implementation on the ground. Identifying barriers to effective gender participation is a necessary precursor to creating strategies that use, alter, or overcome such obstacles.

*"The proposed NP [PNG REDD National Programme] has to be seen in the context of PNG's unique national circumstances, including geography, culture and traditions, language, information and communication and land tenure systems..."*  
[pg 6] (UNDP 2010)

Much of the international

literature on gender, development, and REDD+ fails to provide adequate guidance on working with PNG's cultural foundations of gender perceptions and roles. For example several core references differentiate between "rural" and "indigenous" stakeholders.<sup>67</sup> While appropriate in nations where the rural population is non-indigenous and occupying long-usurped lands, in PNG this distinction is usually not appropriate. Moreover, no other country encompasses such complex cultural diversity as PNG (Reilly 2000; Fearon 2003), meaning "national" strategies and programs must adapt to many more regional and site specific contexts. PNG outreach and projects should be preceded by detailed and professional social mapping (Filer, 2009; Babon, 2013). Failure to accommodate different cultural norms can doom any intervention. Since there is little guidance from other countries relevant to PNG's unique and complex cultural milieu, the developers of REDD+ will need to draw particularly heavily on national expertise. Also, anthropologists offer rich and underutilized sources of information and expertise that can be tapped for regional and cultural context (Peace et al. 2012).

### Interactions with provincial, local level governments and communities

Even though the top-down approach might be most effective as drafting national REDD+ strategy, it is also very important that resource owners, including women, participate. Failure to broadly include (or be perceived as including) PNG's resource owners risks alienating their future participation and could jeopardize effective implementation of REDD+ actions on the ground.

Currently Provincial Forestry Management Plans (PFMPs) do not include REDD+ activities and mechanisms. The process of creating new PFMPs every five years offers a great opportunity to incorporate REDD+ objectives and leverage greater gender inclusion and consultation. The CCDA and PNGFA could develop guidelines about gender to be included and incorporated into PFMPs. The PNGFA must approve the PFMPs, so it could have considerable influence. Also, when establishing an FMA, there is supposed to be a Landowner Awareness Program, the second step after the Forest Inventory. There are no guidelines for such awareness programs. REDD+ could help PNGFA develop guidelines for awareness programs that include both genders.

Agricultural and forestry extension officers play a key role in PNG as a direct interface between rural communities and government services. The options to obtain information in rural PNG are limited, as are options for feedback to the government. Many community members and resource owners have limited literacy and numeracy skills. Thus the best means of informing and getting feedback from PNG's rural resource managers is often through oral communication via representatives that can travel to communities and spend time in dialog. The CCDA is working toward establishing provincial offices and provincial climate committees, but this is still far from done. As REDD+ moves from

<sup>67</sup> E.g., Quesada-Aguilar, et al. 2013a.



early planning (mostly Port Moresby) to implementation (nationwide), outreach will necessarily expand.

### Systemic weaknesses in REDD+ implementation (general)

Gender mainstreaming and improving the role and treatment of women in REDD+ will not follow, no matter how good the gender-components of policy and actions, if the broader context of REDD+ in PNG is weak. At the time of writing CCDA was critically underfunded.<sup>68</sup> If REDD+ is to move forward in PNG, it will be necessary to develop mechanisms that can work through unstable funding, changes in management structure and office relocations. Concentrating on the finer points of gender mainstreaming in REDD+ while CCDA struggles with core operations risks becoming a case of outcome-free development “check-listing.”

*“Ensuring that all key components of national REDD+ strategies are gender sensitive requires that adequate financial resources are allocated for gender related activities.” [p.43] (UN-REDD Programme 2013a)*

## Section 6: Recommendations

### Section 6 Summary

This section makes a series of specific and general recommendations for improving gender mainstreaming, gender equality, and stakeholder participation by women in REDD+. Recommendations span a range of options from shaping REDD+ policy to explicit actions by REDD+ actors.

Recommendations are grouped in five categories that are consistent with broader UN-REDD and PNG national gender strategies: capacity building, collaboration, data analysis, leverage, operations & policy, and outreach.

A wide range of possible recommendations are provided-- 71 in total-- to assist the future architects of REDD+ strategy and policy to take positive actions on gender issues while building REDD+ in PNG.

This report primarily focuses on gender and the development of national REDD+ strategy and policy. Different and more explicit context-specific recommendations would apply at the project/site implementation stage. This is not a comprehensive examination of gender at the site level, but many of the national recommendations can apply or be adapted to local levels.

Jost et al. (2014) provides a helpful source and toolbox for program designers interested in additional guidance on gender-sensitive diagnostic, research and best practices within the rural development context and which can be utilized developing and implementing PNG’s REDD+ programs. Jost et al. (2014) should be used as a capacity building tool for REDD+ policy makers and implementers involved with data collection and stakeholder engagement.

The over 800 language groups of PNG all have unique approaches to power and benefit sharing, religion, land tenure, marriage, etc. Any single national strategy and policy can not address all such variation adequately, so the national planners should stipulate context-specific adaptation of the broader national policy when beginning any programs on-the-ground. Recommendations most relevant to the PNG-context have been extracted and adapted from many sources, especially

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<sup>68</sup> CCDA lacked a dedicated landline and staff had not been paid for four fortnights. Staff use their own mobiles and email accounts for business.

(Quesada-Aguilar et al. 2013a,b; UN-REDD Programme 2013a) and supplemented with recommendations derived from interviews and research done in PNG.

It will not be possible, nor advisable, to attempt to implement all recommendations. Some might be appropriate in some situations but not others. Choosing and adapting them will be part of the processes to follow and contingent on evolving priorities, contexts and staffing. Many of these recommendations would be initially undertaken by CCDA, or agents designated by CCDA. Some might best be through the PNGFA. We do not designate who should be responsible for executing specific recommendations because the full management structure and organization of REDD+ programs in PNG is not yet established. Designating responsible parties here would be premature and could imply judgments about REDD+ management that are outside the purview of this evaluation.

The recommendations are grouped in six categories or streams: capacity building, collaboration, data collection and analysis, leverage partners, operations, and outreach.

The recommendations are divided into two broad categories and four general time frames. The categories are:

General— applicable widely across possible REDD+ activities and through the REDD+ process; these can read more like goals or guidelines than specific actions.

Specific— more applicable to certain conditions, locations or times in the REDD+ process. The specific recommendations are steps toward the pursuit of the general recommendations and goals.

And the time frames are:

Near term— in the early 1-2 years, as REDD+ is developing

Mid-term— later in the REDD+ process, 3-5 years, as REDD+ is initially underway

Long-term— after the REDD+ policies are being executed

Throughout— overall recommended goals to which the more specific steps apply.

Lastly, the recommendations are also annotated by the “phase” of building PNG’s national REDD+ strategy. Those most relevant for the development phase of the strategy are thus noted; those more for the implementation phase are thus noted; and those that apply to both development and implementation phases are noted as “crosscutting.”



**Recommendation Table 1. Capacity Building.** There are many areas where capacity building is needed to advance REDD+ in PNG and specifically to address needs of gender empowerment, mainstreaming and working toward gender equality. Incorporating early capacity-building early will help build the ability of the country to study, interpret and act on gender data and issues as REDD+ progresses from planning to implementation {Quesada-Aguilar, 2013 #215}. General deficiencies in education cannot be fixed by REDD+ policy, but targeted training of key players can go a long way to correcting some problems.<sup>69</sup>

#	Recommendation Description	Category	Phase	Timing
1	Actively promote and build capacity of women in leadership and management roles in REDD+. Use REDD+ management as an example and model for broader REDD+ participants to emulate.	General	Crosscutting	Throughout
2	Provide support for female staff in REDD+ programs to attend conferences and participate in capacity building and networking activities outside the office and their normal routine. <sup>70</sup>	Specific	Implementation	Late
3	Train female REDD+ staff in conflict resolution and place trained women in positions of conflict resolution.	Specific	Implementation	Mid
4	Train a corps of REDD+ outreach officers (with strong representation by women) to work with Provinces.	Specific	Implementation	Mid
5	Encourage development of a REDD+ professional certificate program at UniTech or other academic partner.	Specific	Implementation	Mid
6	Train national REDD+, resource management and forestry personnel to do social mapping. <sup>71</sup>	Specific	Implementation	Mid
7	Include training about gender, REDD+ and climate issues in core training for PNG's agricultural extension workers. The people trusted to help landowners with their coffee or sugar cane can also help build understanding of REDD+.	Specific	Implementation	Mid
8	Provide scholarships and find mechanisms to generate scholarships for women in forestry programs, both in PNG (Unitech) and for advanced training overseas; and support for	Specific	Implementation	Mid-Late

<sup>69</sup> E.g., training women foresters and REDD+ outreach officers who will then build stakeholder capacity in locally appropriate ways.

<sup>70</sup> Supporting women in cross-cutting activities will raise the profile of female employees, build their capacities and enhance their networking opportunities— to the benefit of women and REDD+ in general.

<sup>71</sup> Process described by Filer, C. 2009, and references therein.

	professional certification if available (Recommendation #5).			
9	Liaise with the existing UPNG Strengthening Conservation Capacity Project (SCCP) program and develop training modules on REDD+; include gender components.	Specific	Development	Early
10	To simultaneously build the strength of the PFMCS and the role of women, develop a training program for women in the PFMCS; or for all members of PFMCS with a strong gender mainstreaming component. <sup>72</sup>	Specific	Implementation	Late
11	Incorporate components in REDD+ programs that explicitly employ women with opportunities for promotion, greater responsibilities and pathways to leadership roles (e.g., capacity building, leadership training, etc.).	General	Implementation	Mid-late

**Recommendation Table 2. Collaboration.** Addressing gender issues and REDD+ both rely on collaborations. REDD+ is not a stand-alone agency-- it will cut across multiple sectors and agencies. Gender issues cross all lines in society, the private sector and government. There are numerous players across all sectors engaged in gender issues. Thus improving gender equality through REDD+ will be most feasible and successful by identifying and working with collaborators, and experienced collaborators can facilitate gender mainstreaming within REDD+ agencies and activities.

#	Recommendation Description	Category	Phase	Timing
1	Gender mainstreaming should be conducted in close coordination with the Papua New Guinea National Policy for Women and Gender Equality and identify opportunities for coordination between the various policies and institutions including the National Council of Women.	General	Development	Early
2	REDD+ policy and programs will support partners undertaking research or documenting best practices as part of gender mainstreaming in REDD+.	General	Implementation	Late
3	REDD+ Programs and agencies should link to appropriate existing women's organizations (a partial list included in the stakeholder Annex 8).	General	Crosscutting	Throughout
4	Boost the number and capacity of agricultural and forestry extension officers. Providing REDD+ training to such extension officers will yield multiple benefits. Women once were more common as agricultural extension officers (didimeri) but less so now.	Specific	Collaboration	Mid
5	Develop an arm within CIMC, a sectoral committee on REDD+ that would include gender. <sup>73</sup>	Specific	Crosscutting	Mid

<sup>72</sup> Provide follow-up training and technical support to forestry and relevant program graduates.

6	Expand mechanisms through which REDD+ relevant sex disaggregated data are made available to the broader development and governance community.	Specific	Crosscutting	Throughout
7	Develop guidelines for the Landowner Awareness Program that is written in as part of the process for approval of a FMA. These should include training about REDD+ and gender. <sup>74</sup>	Specific	Implementation	Mid
8	Some of the REDD+ forestry trainers working with PFMCs should be women and all should help incorporate context-specific gender considerations for each new PFMP.	Specific	Implementation	Mid-late
9	National REDD+ policy could require, or at least encourage, women representation on PFMCs developing provincial REDD+ activities.	Specific	Development	Early-mid

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<sup>73</sup> In other words, encourage the formation of and freely share information with an independent external agency that can review all aspects of REDD+, including gender. *“A joint Forestry/REDD+ oversight committee with representatives from key agencies and CSOs could strengthen implementation and enforcement, especially if vested with quasi-judicial powers.”* [pg viii] Stocks, S. 2014.

<sup>74</sup> At present there are no guidelines for the Landowner Awareness Programs. PNGFA should require women be included in the team undertaking the LAP. Many REDD+ programs, like Reduced Impact Logging have to take place on approved FMAs, so strengthening gender inclusion and equality in the process of creating FMAs can be at least partially driven by REDD+.

**Recommendation Table 3. Data Collection and Analysis.** Guiding all REDD+ policy and activities, not just gender-related components, requires data for monitoring, evaluation, decision making and adaptive management. Likewise, the availability of data alone is insufficient. There needs to be capabilities for proper analysis and interpretation of data, and willingness by relevant parties to use analyses to modify operations at any point in implementation cycles.

#	Recommendation Description	Category	Phase	Timing
1	Share gender-relevant information across the spectrum of REDD+ activities. <sup>75</sup>	General	Crosscutting	Throughout
2	Collect gender aggregated data on current status of women in forestry— numbers of women in different roles in all layers of forestry; learn the foundation representation in the sector, then identify paths to improve. Require that PNGFA and partners begin to collect data on women in the formal forestry workforce.	Specific	Development	Early
3	Perform active reviews of relevant programs that can inform REDD+ and create a library of project case histories as recommended (and some required) background for REDD+ policy makers and project implementers. Include lessons of what to avoid learned from failed projects, ICDPs, as well as lessons to emulate learned from successes. <sup>76</sup>	Specific	Development	Early
4	Establish a database of female researchers, scientists and social scientists. Consult that database when creating and filing positions. Well-trained and capable graduates need to be channeled into the right departments early. I.e., more proactive recruiting of graduates with advanced degrees. <sup>77</sup>	Specific	Crosscutting	Early
5	Identify and build a database of women's groups in communities and provinces that can play roles in REDD+ activities and support REDD+ activities led by women's groups. <sup>78</sup>	Specific	Development	Mid
6	Develop means of assessing women's inclusion in any ILGs working with REDD+.	General	Implementation	Mid-late
7	Develop a central database for REDD+ activities that includes provisions for storage and easy access of gender disaggregated data. Ensure data are easily accessible to anyone involved in REDD+ programs, REDD+ management, other government agencies, and anyone undertaking independent or external review of REDD+	Specific	Crosscutting	Mid
8	Collect gender disaggregated data (presence/absence) on participation in all REDD+ activities (meetings, outreach activities, training, employment, etc.). Record not only	Specific	Crosscutting	Throughout

<sup>75</sup> Similar to recommendation 16, but that is geared to sharing data outside of REDD+ and this recommendation is to encourage sharing such data among REDD+ players-- this should be easier because there will be shared staff, management, and organization.

<sup>76</sup> A regular (annual?) review of the archive should be prepared by designated person (group) to create an update that is shared with REDD+ program staff, managers, etc.

<sup>77</sup> Compile names from the Australian and New Zealand Scholarships and the National Training Council (NTC).

<sup>78</sup> Building on what is already available (e.g. United States Embassy Port Moresby. 2015), expand to provinces and collaborate with provincial governments and civil society to collect the information. Share freely.

	how many of each gender participated, but how many were invited to participate. Also collect data on age, home province, level of participation, etc. Store data on hard copy and transfer to a digital database promptly.			
9	Strengthen capacities to interpret and utilize sex disaggregated data to improve gender-responsive REDD+ policies and activities by hiring or training staff on data analysis.	Specific	Implementation	Mid

**Recommendation Table 4. Leverage Partners.** REDD+ will engage and work with a wide range of partners (LLGs, NGOs, etc.) and sometimes be able to leverage gender-related performance and objectives. There will be grants, contracts, payment for services, services rendered, and other exchanges in addition to eventual payments for carbon storage and other environmental services at the core of REDD+. REDD+ agencies might be able to leverage these partners to improve their gender representation and treatment. This category differs a little from collaborations where REDD+ agencies collaborate with external agencies to improve internal REDD+ gender mainstreaming; instead this category deals more with encouraging to compelling partners to improve their internal gender mainstreaming as a condition of working with REDD+. If REDD+ grows to become a significant program with substantial income generation, then it can use this position to improve REDD+ goals, like gender equality, among its partners. These are ways to expand the influence of REDD+ outside its direct management.

#	Recommendation Description	Category	Phase	Timing
1	Partners <sup>79</sup> should identify gender bias within their sphere of influence and take corrective steps. REDD+ agencies should support, reward, and encourage these partner's efforts.	General	Crosscutting	Throughout
2	Parliament has begun (2015) to establish a Parliamentary Committee on Gender and Social Inclusion. Lobby to have it include a representative for resource management, REDD+, and climate change.	Specific	Development	Early
3	Development of REDD+ mechanisms in PNG will likely require revision of some existing law (like the Land Registration Act to include carbon ownership). As such revisions are developed as part of REDD+, they can also include modernizing gender equity provisions.	Specific	Implementation	Late
4	Develop recommended gender guidelines for the PNGFA to require in Provincial Forestry Management Plans.	Specific	Implementation	Mid
5	Encourage primary partners like CEPA and PNGFA to develop explicit gender policies (as done by Education and Health).	Specific	Implementation	Mid
6	Where organizations (eg CCDA, etc.) that oversee projects or supply funding for REDD+ activities, use that leverage on contracted parties to require inclusion of women and comply with REDD+ gender policies. <sup>80</sup>	Specific	Crosscutting	Throughout
7	Encourage stronger representation of women in ILGs. Require fair representation of women on partner ILG boards/officers.	Specific	Implementation	Mid-late
8	Review Provincial Forestry Management Plans in terms of gender inclusion and make recommendations for improvement. Make gender requirements obligatory for renewal/approval of PFMPs (reviewed every five years). With each phase of renewal, strengthen gender inclusion in PFMPs.	Specific	Implementation	Mid-late
9	The 2014 Public-Private Partnership Act (PPP) <sup>81</sup> establishes a centre and mechanisms to	General	Implementation	Mid-late

<sup>79</sup> E.g., government, non-governmental, private sector, and communities

<sup>80</sup> They should be encouraged to include at least one outcome specific to gender with verifiable indicators.

	promote transparent public-private partnerships. Some REDD+ activities could follow under PPP. If gender criteria were included in the government's terms for the PPP contract and evaluation, it could leverage gender outputs as part of the PPP contract preparation, tender, and implementation process.			
10	REDD+ trained foresters will need to work with PFMCs when developing projects. Some of these foresters should be women and all should help incorporate context-specific gender considerations for each new PFMP.	General	Implementation	Mid-late
11	The CCDA is piloting the establishment of Provincial Climate Change Committees (PCCC) and these committees will work on developing the policies and plans that the other sectors can adopt. The CCDA should stipulate and encourage strong representation by women and consideration of gender issues as it establishes the PCCCs. <sup>82</sup>	General	Development	Mid-late
12	Encourage REDD+ agencies to develop GESI focal point committees as GESI national policies are rolled out. <sup>83</sup>	Specific	Implementation	Mid
13	Use ties with International Agencies, like AusAID, FAO, to lobby for more scholarships and tuition support for forestry students, especially women. As REDD+ grows in PNG there will probably not be sufficient trained expertise to meet programmatic demands. <sup>84</sup>	General	Development	Early

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<sup>81</sup> There is no specific language about gender in the Act.

<sup>82</sup> Effective PCCCs can then have cascading influences at the subnational level. As the PCCCs complete their tasks at the Provincial level they will shape climate (and gender) policies at the lower level governments like the District, LLG and Wards.

<sup>83</sup> Department of Personnel Management. 2014. [pg 34] National Public Service Gender Equity & Social Inclusion (GESI) Policy.

<sup>84</sup> By anticipating future expertise needs, REDD+ agencies should actively lobby for increased scholarships and training funds early in the process so there will not be staffing shortcomings during implementation. Better to invest now in scholarships than later in overseas contract help.



**Recommendation Table 5. Operations and Policy.** These recommendations are for things REDD+ agencies can do as part of their operations or incorporated in policy that can promote gender mainstreaming. These are the more direct steps that can be executed to directly move toward gender goals of REDD+. REDD+ policies on gender, as well as all REDD+ activities, must be designed with flexibility and ability to adapt to the diverse social and political environments across the nation. REDD+ policies must be explicit, but not so rigid they cannot be applied effectively across the wide socio-economic-cultural spectrum found in PNG.

#	Recommendation Description	Category	Phase	Timing
1	Include a stage of editorial review wherein draft reports and publications get feedback from a gender expert and are revised to optimize the publications role in gender mainstreaming. Draw on the ODW or other national gender experts for reviews.	Specific	Crosscutting	Throughout
2	CCDA in partnership with the appropriate women's groups in PNG should apply for funding to support gender mainstreaming and capacity building in REDD+. <sup>85</sup>	Specific	Development	Early
3	At the project or demonstration project level, include a paid GESI coordinator among the staff.	Specific	Implementation	Late
4	Develop an annual meeting/stock-take on gender mainstreaming by leadership and women in REDD+ agencies and programs. <sup>86</sup>	Specific	Crosscutting	Throughout
5	Consider gender specific requirements when planning activities, eg timing, location, etc. So women can participate equally with men.	Specific	Crosscutting	Throughout
6	CCDA creates a position and hires a gender expert for promoting gender and other "plus" components of REDD+. <sup>87</sup>	Specific	Development	Early
7	Always compensate women directly at equal pay as men for comparable positions/work.	General	Crosscutting	Throughout
8	Adapt and use the 55 specific steps for gender mainstreaming recommended in the National GESI Policy. <sup>88</sup>	Specific	Development	Early
9	Require gender training for all managers.	Specific	Crosscutting	Early
10	Create a gender/social TWG with representatives from ODW, NCW, etc. <sup>89</sup> Seek out and include people experienced with ICDPs in PNG. <sup>90</sup>	Specific	Development	Early

<sup>85</sup> An AusAID Gender Equality Fund has been established as part of the 2015-16 aid budget (with an initial allocation of \$50 million this financial year) to accelerate support for gender equality in the Australian development program. It will fund, jointly with country and regional programs, investments aimed at advancing gender equality and foster innovative work by private sector and non-government organisations, particularly women's organisations.

<sup>86</sup> The gender/social TWG or gender rep for REDD+ participates in annual performance reviews, paying specific attention to gender issues, using sex disaggregated data to assess progress.

<sup>87</sup> This hire could help implement many of these recommendations. Without a dedicated staff person for gender issues (and other "plus" compliance issues), gender mainstreaming will suffer.

<sup>88</sup> Department of Personnel Management. 2014. [pgs 30-31] . National Public Service Gender Equity & Social Inclusion (GESI) Policy.

11	During planning of REDD+ activities keep gender considerations in mind so as not to build in components that could worsen gender inequalities and during execution of REDD+ activities monitor and correct situations where REDD+ could exacerbate or worsen gender inequalities. <sup>91</sup>	General	Implementation	Mid-late
12	As policies are developed, incorporate mechanisms that facilitate feedback and communication from women's groups and grassroots women with policymakers and program implementers (e.g., regularly-scheduled discussion forums for women and REDD+ representatives).	Specific	Crosscutting	Mid
13	Include specific mention in policies and explicit protections and treatments for forest resources women disproportionately use and rely upon.	General	Development	Early
14	Mechanisms should be included in REDD+ national policy to prevent sexual harassment or gender-driven violence by participants in REDD+ activities.	Specific	Development	Early
15	Ensure that REDD+ activities, particularly benefit sharing, include a range of activities and benefits that benefit women and which are not inordinately controlled by men.	General	Implementation	Mid-late
16	Include and encourage active participation by women in all stages of REDD+ activities and on equal footing as men. Pay specific attention to gender in activities.	General	Crosscutting	Throughout
17	As new committees are set up, a place should be reserved for at least one women's representative, ideally one already active in an existing women's organization.	General	Crosscutting	Throughout
18	Promote the overall priority of women's issues in REDD+ and endeavor to change perceptions about gender roles and capabilities with all the communities and stakeholders involved in REDD+.	General	Crosscutting	Throughout
19	All specific REDD+ programmes should include measures to address gender inequalities, just as they include measures to reduce carbon emissions or increase carbon capture. Like monitoring carbon stocks, the administering agencies should also track gender performance through sex disaggregated data to compare to stipulated gender benchmarks.	General	Crosscutting	Throughout
20	Policy development agencies should explicitly state a policy of target inclusion of women in training and hiring, with at least 1/3 the minimum goal; e.g., training and hiring for M&E field teams.	Specific	Development	Early
21	Technical Review Panels have 10 members representing "all stakeholders" that review REDD+ projects. These panels are not stipulated to include women; this should be changed. <sup>92</sup>	Specific	Development	Early
22	Develop a REDD+ Gender Safeguard Framework as part of the National REDD+	Specific	Development	Mid

<sup>90</sup> Many of the issues, including gender, of ICDPs are identical in REDD+.

<sup>91</sup> Build in review and analysis mechanisms that can identify barriers and structural imbalances affecting women. Build in abilities and flexibility to address and correct such barriers and imbalances as they are identified.

<sup>92</sup> Scheyvens 2012. P. 31. Papua New Guinea REDD+ Readiness-- State of Play

	Policy/strategy similar to what was done in Indonesia where women's groups were more strongly incorporated into the consultations in developing REDD+. <sup>93</sup>			
23	Use social criteria in decision making about where to establish REDD+ pilot and full projects. This increases the chances of success and enables chosen sites to serve as models for other communities. Criteria (demonstrated performance standards) should include treatment and equality of women in communities. <sup>94</sup>	Specific	Crosscutting	Mid-late
24	A GESI toolkit for gender equity and inclusion is in preparation that can be expected to facilitate REDD+ with PNG context-specific guidelines and support material for mainstreaming gender.	Specific	Implementation	Throughout
25	REDD+ policy implementers could advance gender issues by seeking out the designated women and gender representatives on boards (Annex 4) most active in gender mainstreaming, and inviting their participation and help.	Specific	Crosscutting	Throughout
26	During planning, outreach, and participation utilize gender specific focused groups and/or one-on-one woman to woman interviews of stakeholders.	Specific	Implementation	Throughout

<sup>93</sup> Setwoyati, A. B., B. Gurung & Y. Septiani. 2012. Integrating gender into REDD+ safeguards implementation in Indonesia. UN-REDD.

<sup>94</sup> Currently social criteria are not included in decision making about where to do REDD+ pilot projects, demonstration projects, etc. This should be changed because including social criteria at the site selection stage would increase the likelihood of project success and reduce the work required to execute REDD+ interventions.

**Recommendation Table 6. Outreach.** REDD+ will require substantial outreach in PNG to build understanding of what REDD+ is and how it operates. Much information will need to be conveyed to stakeholders before FPIC can be attempted. During this outreach, and inherent to it, gender issues can be explored and gender mainstreaming advanced. To the extent possible incorporate gender mainstreaming seamlessly in all outreach materials and activities. Thus gender mainstreaming objectives can be advanced with little additional effort to that required for overall REDD+ outreach.

#	Recommendation Description	Category	Phase	Timing
1	Develop a gender issues training module mandatory for REDD+ program managers. <sup>95</sup>	Specific	Development	Early
2	Utilize existing women in forestry for outreach and to promote forestry as a career for younger women. Develop materials and outreach to promote and encourage women to enter the forestry sector. <sup>96</sup>	Specific	Implementation	Early
3	On a broader societal level the media can play a strong role in gender mainstreaming. REDD+ activities and partners will necessarily interact with society through many forms of media, from social media to EM-TV. REDD+ publications, press releases, postings, interviews, outreach materials, education modules <sup>97</sup> etc. should advance gender mainstreaming. <sup>98</sup>	General	Implementation	Mid-late

<sup>95</sup> Possibly capitalize on an existing program to provide basics and simply adapt to REDD+ context in PNG (e.g., understanding what is harassment and how to create a gender-safe work environment).

<sup>96</sup> E.g., women foresters visit schools, Women in Forestry for Earth Day celebrations, etc.

<sup>97</sup> For example, using as a model curriculum materials for teacher training developed by the Research and Conservation Foundation. This could be part of a larger climate change curriculum that is beyond the scope of this report.

<sup>98</sup> Include components specifically targeted to women. Use gender neutral or female inclusive language in outreach materials. Include images of women involved in REDD+ activities where images are needed, etc.

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