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## **Papua New Guinea's National UN-REDD Programme**

**Inception Workshop: 12-13 July, 2011**

**Crown Plaza Hotel, Port Moresby, Papua New Guinea**

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### **1. Introduction**

The United Nations Collaborative Programme on Reducing Emissions from Deforestation and Degradation (UN-REDD Programme) was set up in 2008 following the Bali Action Plan agreed to by parties at the 13<sup>th</sup> Conference of Parties to the United Nations Framework Convention on Climate Change to assist tropical forest countries in establishing a fair, equitable and transparent REDD+ regime. The UN-REDD Programme is currently supporting thirteen pilot countries<sup>2</sup> with their national “REDD Readiness” process, i.e. preparations for participation in a future REDD financial incentive mechanism under the UNFCCC. UN-REDD National Programmes (NPs) are implemented as Joint Programmes (JPs) by the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP), following the guidance of the UN Development Group (UNDG).

Papua New Guinea (PNG) joined the UN-REDD Programme in September 2008. The Programme aims to support the Government of PNG to further progress its efforts towards REDD+ readiness and places heavy emphasis on the development of a Measurement, Reporting and Verification (MRV) system for PNG as an important complement to PNG's domestic climate-change efforts. MRV systems track changes in carbon stocks resulting from land-use change, and as such, are a fundamental prerequisite for any performance-based REDD+ mechanism. The proposed NP 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, and the progress achieved to date on dealing with the effects of climate change and REDD+.

### **2. Purpose of Inception Workshop**

Government of Papua New Guinea's (GoPNG) UN-REDD National Programme has been signed by the Office of Climate Change and Development (OCCD), Department of National Planning and Monitoring (DNPM), FAO, UNDP and UNEP. The Inception Workshop is the first official activity under the Programme. Its primary goal

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<sup>2</sup> Pilot countries are Bolivia, Panama, Paraguay, Indonesia, Papua New Guinea, Vietnam, Democratic Republic of Congo, Tanzania, Zambia and Cambodia, Ecuador, the Philippines and Solomon Islands. The Programme has also welcomed 23 other countries to be observers to its Policy Board, and has given them access to many other benefits of the Programme, such as networking, participation in regional workshops and knowledge sharing, facilitated by the Programme's interactive online workspace. Other UN-REDD Programme partner countries: Argentina, Bangladesh, Bhutan, Central African Republic, Colombia, Costa Rica, Ethiopia, Gabon, Guatemala, Guyana, Honduras, Ivory Coast, Kenya, Mexico, Mongolia, Nepal, Nigeria, Pakistan, Peru, Republic of Congo, Sri Lanka, South Sudan and Sudan.



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was to assist all stakeholders and involved parties to understand and take ownership of the Programme's goals and objectives, define roles and responsibilities, clarifying technical and managerial aspects.

### **3. Inception Workshop Objectives**

The first day of the workshop was internal for UN agencies (FAO, UNDP and UNEP), OCCD and potential participating stakeholder organizations in the UN-REDD National Programme. The second day was an external session where a broad range of stakeholders participated. The workshop objectives were to:

- Ensure full engagement of relevant partners consulted in the previous stakeholder consultations;
- Present, describe and understand PNG's UN-REDD National Programme;
- Discuss the Results Matrix and Implementation Strategy and collect information for any required adjustments;
- Present the programme budget and the details of the Annual Programme Work Plan;
- Explain and agree upon implementation modalities, roles and responsibilities and administrative implementation procedures;
- Enable a clear understanding of the Concept of Adaptive Management; and
- Agree upon and finalize an Operational Programme Workplan, and in particular develop the first annual and quarterly work plans.

### **4. Workshop Participants, Format and Opening**

The workshop had participants from UN agencies, OCCD and other relevant government agencies; academic and research institutions, civil society organisations and the private sector. The participants were officially welcomed by OCCD's Acting Director for REDD+ Division on behalf of the Acting Executive Director for OCCD while the UNDP Deputy Resident Representative gave the opening statement.

The external session of the Inception workshop in general had weak representation of the private sector and the NGOs. During the workshop, UNEP pointed out that this is an area where additional efforts have to be made to get the right people and/or organizations involved in the programme.

### **5. Workshop Presentations**

Following the official opening, OCCD's MRV and National Communication Director in charge of implementing UN-REDD NP informed participants of the workshop objectives and agenda. Dr. Thomas Enters, UNEP's UN-REDD Regional Coordinator in the Asia-Pacific Region provided background on the UN-REDD programme, including its definition and purpose, challenges in forest management, funding sources, progress in countries in terms of implementation and the multiple benefits of REDD+. He made reference to the Cancun Agreements (from COP16 in Mexico in 2010) and current challenges in getting countries ready to plan for and implement a national REDD+ scheme.



OCCD shared GoPNG's overall progress on REDD+ in country and outlined the processes since the government expressed interest in the UN-REDD Programme in 2008. OCCD's MRV/National Communication Senior Analyst discussed the alignment of UN-REDD Programme with GoPNG initiatives. Specifically, the emphasis was to show participants the different components of PNG's UN-REDD Programme and the allocation of funds for outcomes among the participating UN agencies to assist OCCD with implementation. The final session was on Programme management arrangements beginning with a presentation of the workplan for July-December, 2011. The priority for the first six months was establishment of programme management unit (PMU) and capacity development on fund disbursement requirements as well as monitoring, reporting and evaluation roles and responsibilities between OCCD and the UN agencies (FAO, UNDP and UNEP). Another priority highlighted was the development of the MRV Action Plan, and the importance of effective coordination and adequate consultation of all relevant stakeholders.

During the workshop, OCCD presented that the estimated contribution of Greenhouse Gas (GHG) emissions from the logging sector in the country are around 68-69%, which make logging by far the main contributor to emissions in the country. During the workshop UNEP highlighted that as a concern and pointed out that reducing emissions from the logging sector is something that needs to be tackled in the country. In relation to this topic, the issue of the Special Agricultural Business Leases (SABL) was also mentioned and concerns regarding the status of the moratorium on SABLs were highlighted by several stakeholders.

## 6. Discussions and Outcomes

The main outcomes resulting from feedback from stakeholders at the workshop are presented below.

### 6.1 PNG's National UN-REDD Partners

The main focus of PNG's Programme is to design a national MRV system which will be led by FAO, while overall management and ensuring stakeholder engagement will be led by UNDP, and UNEP has a specific focus on environmental safeguards. OCCD has identified national agencies to implement specific components of the Programme, namely PNG National Forest Authority (PNGNFA), Forest Research Institute (FRI) and Provincial Forest Management Committees. There is also a possibility to include the University of Papua New Guinea and PNG University of Technology. UN agencies pointed out that NGOs and the private sector have to have more involvement and representation in the UN-REDD programme.

#### **Outcome:**

- The logo and acknowledgement of all participating UN agencies must be included in any UN-REDD communication materials at the national, regional or global levels.
- For national agencies, OCCD will ensure formal arrangements are in place prior to implementation and ensure references made to FRI as a separate entity to be corrected as it is part of PNGNFA.
- Provincial Forest Management Committees are the focal points for any forestry activities in the provinces. They are recommended to be included in any coordination committee<sup>3</sup> or forum required under the UN-REDD Programme.

<sup>3</sup> This would be the Programme Executive Board or PEB (according to FAO)



## 6.2 PNG's UN-REDD National Programme Document (NPD)

Many participants informed OCCD of the communication challenges that affected the circulation of the NPD for stakeholders to peruse prior to the workshop. OCCD was encouraged to use all available communication methods rather than depending on email or internet access to distribute materials as this option is not reliable for stakeholders outside of Port Moresby.

### Outcome:

OCCD to ensure all PNG UN-REDD NP documents requiring stakeholder comments or inputs are circulated well in advance of meeting or consultation dates. Even the ones just for information should be circulated through a variety of means.

## 6.3 Policy and Legislative Framework

There is currently no REDD+ policy and legislative framework in place and no clarity on whether there will be a national legislation for REDD+, although there are provisions under current arrangements through the Forest Management Act. Several participants argued that previous lessons learnt on forest management, including conservation through Integrated Conservation and Development projects, are not adequately captured in the NP. The other issue is that the Lands Department continues to be absent from such meetings or initiatives despite being invited. It is hoped that the UN-REDD Programme will contribute to the formulation of policy options required to establish a REDD+ mechanism in PNG.

Two participants argued that the current Forest Management Areas should not be separated from the Forest Management Act and suggested for a trial to establish the feasibility of REDD+ under the available policy and legal regime for management and development of forestry resources in the country. In terms of institutional arrangements, participants sought clarification of REDD+ guidelines and how they differ from the current PNGNFA regulations. It was also highlighted that the Free, Prior, Informed Consent (FPIC) can be misconstrued for procedural requirements for REDD+ but the significance of it is about people being entrusted with responsibilities to protect peoples' livelihoods which should be paramount in negotiating the implementation of REDD+ activities.

~~FAO pointed out that at this stage we should refrain from any reference to REDD projects. In the first instance Phase 1 of the Programme assists the country in getting ready for REDD. It is not assisting countries in making arrangements for voluntary projects. The NP can support demonstration activities (like in other countries), which are set up, to pilot activities and methodologies, to test and learn.~~

### Outcome:

The general consensus was for OCCD to delay the REDD+ regulations and concentrate on obtaining views from a range of stakeholders and forward the conclusions to the National Climate Change Committee (NCCC) for a decision on the next step. Other specific outcomes include:

- OCCD to ensure all key stakeholders required for NP implementation are informed and invited to future consultations in a timely manner;



- GoPNG, through PNGNFA, has been requested to pursue approaches to the implementation of reduced impact logging;
- PNG Forest Industry Association is a key partner and should be included in future dialogue on REDD+ in PNG;
- Exploration of 1) bottom-up planning rather than the normal top-down planning for REDD+ as the experiences have shown that the processes can take longer than planned and 2) whether clan-based planning can be considered.

#### **6.4 Monitoring and Measurement, Reporting and Verification (MRV) Systems**

The development of Monitoring and MRV systems will follow the three phases of the REDD+, starting with Phase 1 for preparation, Phase 2 for the implementation of results-based demonstration activities, and Phase 3 for results-based actions. REDD+ activities will require a national REDD+ monitoring system to assess 1) the performance of demonstration activities in Phase 2 and 2) the outcomes of national policies and measures in Phase 3. Participants were provided with a tentative timeline of activities for PNG to reach Phase 3 of REDD+.

##### **Outcome:**

Participants offered assistance to support OCCD design the Monitoring and MRV systems and requested the OCCD to share adequate information of its workplans with all relevant stakeholders. FAO will prepare a draft Action Plan for monitoring and MRV and the GoPNG will build on it for its finalization.

#### **6.5 National REDD+ Demonstration Activities or Pilot Sites**

During the workshop, UNEP and FAO pointed out that it is not correct to talk about “UN-REDD pilot projects” and that at this stage we should refrain from any reference to REDD projects. In the first instance Phase 1 of the Programme assists the country in getting ready for REDD. It is not assisting countries in making arrangements for voluntary projects. Under the REDD+ Phases 1 and 2 there are no performance payments. The NP can only support demonstration activities (like in other countries), which are set up, to pilot activities and methodologies, to test and learn.

It is critical for PNG to test REDD+ activities, policies and measures through pilot sites. OCCD was cautioned to not raise expectations by stating REDD+ ‘pilot projects’ as the concept generally portrays fast money, and adopted the use of demonstration activities as this is the language used by the UNFCCC and refers to the testing of REDD+ methodologies.

The demonstration activities will be identified through consultation with PNGNFA hence it was proposed under Outcome 1 of the UN-REDD NP to facilitate study tours for at least each quarter.

Stakeholders were requested to clarify how resource owners can join stakeholder consultation processes and be represented at the different committees recommended for the UN-REDD NP. However, there was not a clear answer to this question.

##### **Outcome:**



OCCD was encouraged to begin developing REDD+ demonstration activities to test methodologies, policies and measures. PNG can benefit from exchange of knowledge and experiences with other UN-REDD countries. The demonstration activities should also analyse the opportunity costs for different land uses, as well as local institutional and implementation arrangements.

#### **6.6 UN-REDD National Programme Management and Coordination Arrangements**

The management arrangements outlined in the NP intends to be inclusive of all relevant REDD+ stakeholders in the country. It was argued that the scope of responsibilities for the Programme Executive Board is similar to the Programme Management Committee. It was also pointed out that given the focus of projects at the community level, the political leaders should be informed and encouraged to support their electorate.

##### **Outcome:**

Reduce the number of members to a manageable level as it is costly to maintain different bodies.

### **7. Conclusion**

The inception workshop for PNG's UN-REDD NP was considered partially successful as it brought together a number of government stakeholders who will be directly or indirectly involved in implementation, however the workshop didn't have enough representatives from the NGOs and the private sector.

It has been a long process for PNG to finally be able to access the funding to assist GoPNG to get ready for REDD+. There remain policy, legal, institutional and coordination challenges as REDD+ is a new field currently being tested globally yet no results are universal for all countries to adapt. Therefore PNG will learn from worldwide experiences to modify certain aspects to suit the local situation. The most paramount issue in making REDD+ work is to ensure peoples' livelihoods are sustained whether there is a project or not. This was highlighted as a very important issue. If PNG is serious about reducing emissions major efforts have to focus on logging, which contributes to between 68 and 69 percent of total emissions.

Given these challenges OCCD has established structures and is leading the development of coordination mechanisms to ensure all relevant stakeholders are well informed and genuinely participate to make REDD+ a reality for PNG's valued forest and its owners.

### **8. Annexes**

#### **8.1 Annex 1: Workshop Agenda (Internal and External Sessions)**

#### **8.2 Annex 2: List of participants to the internal and external sessions**





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8.3 Annex 3: Workshop Presentations from OCCD and UN

8.4 Annex 4: Draft PNG's UN-REDD NP Action Plan (Ago-Dec 2011)