PAPUA NEW GUINEA   *(Full NPD dated October 2010)*

	GOVERNANCE OF REDD+
	To what extent does the R-PP promote good governance within REDD+ systems and processes?
	Stakeholder participation in REDD+ planning and implementation
	Identifies relevant stakeholders for REDD+
	Specifically considers how to engage vulnerable groups
	Establishes procedures to ensure a transparent process and accountability for stakeholder input
−	*Establishes a grievance/ dispute resolution mechanism*
−	*Considers how to learn and build from other relevant participatory processes*

The NPD provides an overview of the objectives of the stakeholder consultation processes, but few details are provided about how these processes will be undertaken, the timeline for developing methodologies or the challenges that are likely to arise. The authors recognize that this need as the NPD summarily identifies relevant stakeholders and states that a set of guidelines will be developed and agreed on for stakeholder engagement for technical, advisory, and public consultation levels (p37). The NPD also recognizes that a 'large scale consultation exercise' is needed (p4); that the freedom and strength of civil society will be a key factor in determining an equitable outcome for REDD+; and that consultation efforts will need to seek to enhance understanding of the needs of local stakeholders, test community interest to participate in REDD+ and to develop relationships between the OCCD, local government, civil society and the private sector.

The NPD does state that the Technical Working Group and its subgroups will have participants from the government, private sector, civil society and development partners, thus ensuring that a broad range of perspectives is considered by the Office of Climate Change and Development's (OCCD), which acts as the secretariat for the REDD+ program (p15). However, it provides few details on how these groups will function. Also, the NPD recognizes the unique cultural and ethnic diversity of the country (p5) and acknowledges the need to establish a clear framework for effective community outreach and awareness building (p48), as part of an Interim Action Plan (p24).

Recommendations:
- Elaborate the guidelines for stakeholder consultation processes, including how the consultation process will ensure mechanisms for incorporating stakeholder feedback and approaches for managing potential conflicts that may arise
- Carry out a review of the lessons learned from other relevant participatory processes in the forestry sector, for example those used to develop the NPD itself or the REDD+ project guidelines if relevant, to inform the new processes being developed
- Provide details on the national consultation process as part of the Climate-Compatible Development Strategy (CCDS) and how the consultations will be integrated or linked with the REDD+ readiness process
- Provide details on how the Technical Working groups and subgroups will function

	Government coordination in REDD+ planning and implementation
+	*Considers REDD+ in the context of other sector policies, land use plans, and national development plans*
+	*Proposes a process to reconcile potential conflicts between REDD+ strategies and other policies/plans*
	Proposes effective mechanisms to coordinate REDD+ across sectors
	Proposes effective mechanisms to coordinate REDD+ across levels of government

The NPD recognizes the importance of cross-sector coordination and the need to ensure political support for policy harmonization. For example, the NPD notes potential land use conflicts between projects such as logging concessions, agricultural leases and REDD+ projects (p50). The NPD provides a summary of the main elements of Papua New Guinea's Climate-Compatible Development Strategy, which includes the need to integrate REDD+ readiness with other national development plans and strategies such as the Medium Term Development Plan (2011-2015) and the National Agricultural Development Plan. The NPD notes the importance of ensuring that these existing plans do not impinge on efforts to promote climate change adaptation, mitigation and low carbon growth (p21). REDD+ project guidelines that include social, environmental and safeguard criteria have

been developed by the REDD+ Technical Working Group and aim to ensure that REDD+ incorporates broader development objectives of the country (p24).

The R-PP notes that the Office of Climate Change and Development is embedded in the National Climate Change Committee which includes the participation of GoPNG departments, the private sector, civil society and development partners and should therefore ensure that a broad range of perspectives are considered in the OCCD's work (p15).

The NPD cites the need for strong coordination that ensures interaction between stakeholders at both national and local levels. The details on how national entities will liaise with sub-national groups are limited however. The R-PP does not indicate that further deliberations will occur.

Recommendation:
- Identify how coordination across tiers of government will be ensured, including a discussion of sub-national level institutions that will need to be involved

	Transparent and accountable REDD+ revenue management & benefit sharing
+	*Proposes a transparent system to track and coordinate international financing of activities related to REDD+*
+	*Considers measures to promote fiscal transparency and accountability for REDD+ revenue management*
	Proposes a transparent process for deciding who should benefit from REDD+ and how benefits will be targeted
+	*Reviews lessons from past and/or existing systems for managing and distributing forest revenues*

The NPD raises the need to establish an independent, equitable and verifiable payment distribution system for REDD+ funds that is monitored by a multi-stakeholder board as well as donors (p48). The NPD states that the Technical Working Group has developed a ToR to review models of benefit sharing implementation in the forest and mining sectors at a domestic and international level, and to subsequently design principles and a framework specific to REDD+ (p 24). The NPD notes both the challenges and the importance of developing a transparent and equitable revenue sharing system. The NPD does not elaborate on which institution might be responsible for management and tracking of funds, nor does it propose a process for deciding on how benefits should be shared.

Recommendations:
- Identify which institution is likely to have oversight of REDD+ financing and discuss any existing challenges related to transparent and accountable fund management
- Outline a process for deciding how benefits should be targeted among REDD+ stakeholders

	Transparent monitoring and oversight of REDD+
	Proposes to establish information management systems for REDD+ that guarantee public access to information
−	*Proposes mechanisms for independent oversight of the implementation of REDD+ activities*
−	*Proposes mechanisms to monitor efforts to address governance challenges*

The NPD states that all data used for the MRV system will be publically available through a web-based portal (p32, 47) and that the MRV system will be developed learning from other countries' experiences (p27). Although the NPD states that independent in-country audits to verify the transparency, accuracy, consistency, comparability and completeness of the MRV data will be commissioned by the National Climate Change Committee (p27,32), there is no specific consideration given to the overall independent oversight of REDD+ activities. There is no discussion of the importance of monitoring efforts to address governance challenges in the NPD.

Recommendations:
- Clarify how information on the progress and management of REDD+ activities will be made publically available

- Provide information on how the independent oversight of REDD+ activities will be developed within the overall institutional framework for REDD+
- Propose a mechanism to monitor efforts to address governance challenges, either as part of or linked to the overall MRV system

GOVERNANCE CHALLENGES FOR ADDRESSING DEFORESTATION DRIVERS
To what extent does the R-PP consider key forest governance challenges for achieving REDD+?

Land and forest tenure

+	*Discusses the situation regarding land and forest tenure, including for indigenous peoples*
−	*Considers the capacity of judicial and non-judicial systems to resolve conflicts and uphold the rights of citizens*
	Links identified governance challenges to proposed REDD+ strategy options and implementation framework

The NPD provides a brief situational analysis of land and forest tenure, stating that land ownership is primarily governed by customary law. Only approximately 3 percent of land belongs to the government or is privately held under a 99-year lease. In many cases land is owned by groups rather than individuals and cannot be parcelized or used as collateral; therefore, the tenure system is seen as impeding development, but efforts to register land and promote development opportunities have been unpopular (p7). The NPD notes that large-scale agricultural leases are currently being approved by the Department of Lands and Physical Planning commercial plantations and ranching; therefore, it is not clear whether there are conflicts between customary tenure and government priorities with respect to increasing agricultural production (p9). The NPD notes that uncertainties over land tenure may lead to tensions linked with benefit sharing, which will need to be carefully managed in the context of REDD+ (p47).   The NPD's proposed outcomes do not include potential strategies to address tenure challenges at this time, nor do they discuss judicial systems or capacity.

Recommendations:
- Elaborate on the current formal and informal dispute resolution mechanisms, particularly for forest dependent communities, and how these mechanisms might be strengthened
- Clarify how agricultural leases are likely to impact customary tenure systems and whether conflicts are likely to increase

Forest Management

+	*Discusses the ability of forest agencies to plan and implement forest management activities*
	Considers the role of non-government stakeholders, including communities, in forest management
	Links identified governance challenges to proposed REDD+ strategy options and implementation framework

The NPD outlines the series new forest policies and legislation that have been introduced over the course of the last 20 years. The NPD states that the reform process has led to increasing government control of forest areas aimed at enhancing the sector's overall sustainability and efficiency. It notes that the implementation of the reforms have often met with difficulty because of governance problems resulting from relationships between the forest industry, officials and politicians, also leading to reduced transparency (p10). The NPD states that there are major weaknesses in governance, particularly at the level of local government, and a strong need for human resource development (p49). The NPD recognizes that close cooperation will be required with landowners, civil society organizations, the private sector and development partners (p22, 27) in moving towards REDD-Readiness. The NPD mentions the Forestry and Climate Change Framework for Action (FCCFA) as comprising a set of interim actions to address some of the governance challenges identified in tackling deforestation and forest degradation, but does not elaborate on what these actions are, nor does there seem to be any plans to do so in the future as part of the readiness process.

Recommendations:
- Discuss the challenges encountered in developing and implementing forestry reforms and how REDD+ can learn from these processes
- Provide more information on the role of communities to date in formal and informal forest management, together with an analysis of the key challenges in developing sustainable forestry

- Prove more information on the FCCFA, including the extent to which it addresses the major governance issues underlying deforestation and forest degradation and how REDD+ could bolster these efforts

Forest Law Enforcement

Discusses the ability of law enforcement bodies to effectively enforce forest laws

Discusses efforts to combat corruption

Links identified governance challenges to proposed REDD+ strategy options and implementation framework

The NPD only tangentially addresses law enforcement issues in alluding to governance challenges in the forestry reform process (p10) and in acknowledging that enforcement mechanisms to control future 'undesired' changes in land cover will require considerable attention to be effective (p29). The National Joint Programme will support capacity development in the enforcement of forestry 'abatement levers' among all relevant stakeholders and it states that the EU is in discussions with forest stakeholders about the possibility of implementing a Forest Law Enforcement, Governance and Trade (FLEGT) mechanism (p33). Corruption is not addressed in the NPD.

Recommendations:
- Provide an synopsis of the capacity of law enforcement agencies to effectively enforce laws, and discuss potential efforts to improve
- Clarify what actions the government is undertaking to combat corruption, and how these actions relate to needed governance and anti-corruption improvements in the forestry sector

Other Forest Governance Issues Relevant for REDD

Discusses other forest governance issues that are relevant for REDD+

Links identified governance challenges to proposed REDD+ strategy and implementation framework

The major proposed outputs of the NPD in this stage are primarily focused on issues of MRV, putting management structures into place and building stakeholder awareness; therefore, existing forest governance weaknesses that will impact the ability of institutions to implement REDD+ activities are not thoroughly discussed in the document.

Recommendations:
- Clarify whether future phases of readiness will include a more in depth assessment of forest governance constraints and subsequently identify strategy options