



Food and Agriculture Organization
of the United Nations

Annex 2

Environmental and Social Assessment (ESA)

For the GCF-FAO Project: Papua New Guinea's REDD+ RBP funding proposal for the results period (2014-2016)

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1. Context and Purpose

The Green Climate Fund (GCF) launched the Pilot Programme for REDD+ Results-Based Payments (Decision B.18/07), which ran from 2017 to 2022. This programme included specific Terms of Reference and a dedicated scorecard. However, two years before its conclusion, the financial resources allocated to the Request for Proposals (RFP) were fully depleted, leaving four proposals pending a Board decision on the future of REDD+ Results-Based Payments (RBPs) within the GCF framework. One such proposal was submitted by the Government of Papua New Guinea in partnership with the Food and Agriculture Organization of the United Nations (FAO), a GCF-accredited entity (AE).

In 2024, through Decision B.39/13, the GCF Board approved the “Principles for mainstreaming REDD+ results-based payments”, as guiding principles for developing a proposal to integrate a REDD+ Results-Based Payments (RBP) funding modality into regular project and programme activity cycle of GCF. Additionally, the GCF acknowledged the eligible concept notes from the pilot programme that were still pending. On an exceptional basis, it allowed these notes to be resubmitted as funding proposals under the pilot programme, subject to further review and due diligence by the Secretariat.

In this context, the Climate Change Development Authority (CCDA), PNG’s National Designated Authority (NDA) to the UNFCCC and the GCF and FAO as the accredited entity (AE), is presenting a funding proposal of a REDD+ RBP project (hereinafter “the RBP Pilot Project”) to the GCF, to seek REDD+ results-based payments¹ for activities undertaken in the 2014-2016 period (hereinafter “results period”).

Since 2014, the Climate Change and Development Authority has coordinated the development of REDD+ elements. A National Forest Monitoring System (NFMS) was established, linking PNG Forest Authority systems with remote sensing technology to monitor forest cover changes and estimate emissions, leading to the creation of a Forest Reference Level (FRL) in 2015. A National REDD+ Strategy (NRS), identifying deforestation drivers and key policies, was approved in 2017, and a Safeguards Information System (SIS) was implemented in 2020.

The Government of the Papua New Guinea (PNG) had in place and made publicly available both a SIS² and a summary of information (SOI)³ providing information on how all REDD-plus safeguards had been addressed and respected. Moreover, following the terms of reference for the pilot programme, the RBP Funding Proposal (FP) should be accompanied by due diligence report(s) that describe the extent to which activities undertaken in the past, and which led to the results for which RBPs are requested, have been implemented in a manner consistent with the following GCF policies: Environmental and Social Safeguard Standards⁴, Gender Policy and Interim Policy on Prohibited Practices.

Accordingly, this report, presents the results of the Environmental and Social Assessment (ESA), which retroactively reviews Policies and Measures (PAMs) undertaken in PNG over the results-period for which results-based payments are sought, in a way that demonstrates consistency with applicable environmental and social standards, including REDD+ safeguards under the UNFCCC (hereon, Cancun Safeguards), the GCF’s Environmental and Social Safeguards (ESS) and Indigenous Peoples (IP) Policies, and FAO’s Framework for Environmental and Social Management (FESM)⁵.

¹ GCF Decision B.18/07

² Climate Change and Development Authority, 2020. [Safeguards Information System, Framework Document for Papua New Guinea](#) and Papua’s [SIS Digital Portal](#).

³ Climate Change and Development Authority, 2020. [Summary of Information](#).

⁴ Including the retrospective application of the GCF’s Indigenous Peoples Policy.

⁵ FAO, 2022. [Framework for Environmental and Social Management](#).

2. Scope of Assessment

In fulfilment of the GCF requirements for the Pilot Programme for REDD+ Results-Based Payments, the core of this ESA report is organized in three main sections. One containing the environmental and social due diligence assessment, another one on stakeholder engagement, and a section on grievance and redress mechanisms, as presented below.

- **The environmental and social *due diligence* assessment - the ESA.**

This section of the assessment retroactively examines the series of Policies and Measures (hereon the PAMs) undertaken in PNG during the results period 2014-2016 that contributed to the achievement of emissions reductions (ERs). However, it is important to note that ERs in PNG could not be attributed to any specific activities on the ground, but rather to a series of readiness and enabling efforts, as confirmed in the country's first Summary of Information⁶ on how all Cancun Safeguards have been addressed and respected. Section 4.2 organizes such efforts that contributed to ERs in the following way: 1) REDD+ Readiness efforts in PNG, 2) Enabling measures, and 3) Direct measures. As noted, while the exact contribution of these three types of measures to specific ERs remains uncertain, they were part of the broader momentum that contributed to overall emissions reductions.

- REDD+ readiness efforts in PNG were mainly supported by two initiatives: the World Bank's Forest Carbon Partnership Facility (FCPF) and the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation (UNREDD Programme). These two initiatives were instrumental in strengthening the capacities in PNG for the efficient management of REDD+, including increasing engagement of diverse groups of stakeholders and developing an analytical foundation that eventually led to the definition of key aspects for REDD+ (e.g., REDD+ National Strategy, Safeguards Information System, National Forest Monitoring System, etc.).
- In parallel with REDD+ readiness efforts, a range of enabling measures and early actions, aligned with the country's REDD+ objectives, were implemented throughout the country from 2014-2016. These efforts included policy and institutional developments such as the implementation of key legal instruments as well as on-the-ground actions through various projects.

A retroactive assessment on specific PAMs is included in section 7 and the Annex .

- **Stakeholder engagement**

Section 5 describes how stakeholders were identified, informed, and consulted and how they have participated in undertaken activities, including a summary of consultations undertaken, concerns and issues put forward by stakeholders, and how these were responded to.

- **Grievance redress mechanisms.**

Section 6 outlines the grievance redress mechanisms of similar systems, whether they are part of the REDD+ activities implemented or are integral to the national system. It specifies the extent to which these mechanisms were utilized, the number of complaints received, and how these complaints were addressed and resolved.

This ESA demonstrates consistency with applicable environmental and social safeguards frameworks, namely PNG's National Safeguards Standards framework, FAO's Framework for Environment and Social Management (FESM), and GCF's Environmental and Social Safeguards Standards and its IP Policy (see section 3).

Lastly, the inputs for these sections were primarily derived from a review of the following key sources of information:

- Legal framework in force in the country during the Results Period (2014-2016), analyzed with regard to addressing and respecting the applicable safeguards frameworks;

⁶ Climate Change and Development Authority, 2020. Summary of Information.

- Policies and Measures undertaken during the results period and the analysis of their potential risks and benefits. Also, actions taken to identify, evaluate and mitigate the identified environmental and social risks and impacts;
- Stakeholder engagement, including concerns and problems set forth and how they were resolved, as well as measures implemented to mainstream gender; and
- Available mechanisms to address and respond to complaints, looking at how these were accessed, how complaints were received and solved.

3. Applicable frameworks of Environmental and social safeguards

Three key safeguard frameworks are referenced in this document, as a basis for determining, screening and managing or mitigating the environmental and social risks associated to the REDD+ proposal:

- FAO's Framework for Environment and Social Management (FESM)
- The GCF/IFC Performance Standards; and
- The UNFCCC REDD+ Safeguards, which are also referred to as the 'Cancun Safeguards' and PNG's National Safeguards Standards.

3.1 FAO's Framework for Environment and Social Management (FESM)

FAO's Strategic Framework 2022–2031 is consistent with the 2030 Agenda and the Sustainable Development Goals (SDGs), and seeks to support the transition to more efficient, inclusive, resilient and sustainable agrifood systems, which in turn foster better production, better nutrition, a better environment, and a better life, leaving no one behind. FAO is committed to mainstreaming sustainability across its programming, including through the development and application of methodologies, guidelines, indicators, policies, investment plans, programmes and governance mechanisms that are both gender sensitive and inclusive. To do so, FAO has in place an environmental and social risk management system geared at strengthening the inclusiveness, resilience, sustainability and accountability of its programming.

In 2022, following the revision of its 2015 Environmental and Social Management Guidelines (ESMG), including a participatory consultation process, FAO adopted its Framework for Environmental and Social Management (FESM), which establishes broader environmental and social performance requirements for FAO programming, consistent with the United Nations Environmental Management Group's Model Approach⁷. FAO's FESM seeks to strengthen and streamline a human rights-based approach and other guiding principles across FAO's programming to ensure that both people and the environment are protected from any potential adverse impacts while promoting stakeholders' active participation, as well as their access to effective channels to voice their concerns and interests.

FAO's FESM is integrated by a set of revised guiding principles (table 1), two operational pillars (ESOP) (table 2 and nine environmental and social standards (ESS) (table 3). Altogether, these elements outline mandatory requirements associated to the identification, assessment and management of a diversity of potential environmental and social risks and impacts associated with programmes and projects supported and implemented by FAO.

Table 1. FAO's FESM Guiding Principles.

Guiding Principle	Description
Leave No One Behind	Prioritizes addressing the needs of marginalized, vulnerable, or disadvantaged populations, ensuring that project benefits are distributed equitably, with particular attention to promoting fair access to development resources.
Human Rights-Based Approach	Embeds human rights standards in all programming phases, based on the Universal Declaration of Human Rights and other international instruments. Emphasizes developing capacities of rights-holders to claim rights and of duty-bearers to fulfill obligations, especially concerning the rights of Indigenous Peoples.

⁷ The UN's Environmental Management Group's is an interagency group that included FAO, International Labour Organization (ILO), United Nations Environment Programme (UNEP), United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), United Nations Industrial Development Organization (UNIDO), United Nations Office for Project Services (UNOPS), UN-Habitat, and World Food Programme (WFP).

Environmental Sustainability	Commits to minimizing environmental harm and promoting sustainable natural resource use to preserve biodiversity and ecosystem services. Aims to balance food security with ecosystem preservation.
Gender Equality and Social Inclusion	Promotes gender equality and protects marginalized groups from project-related harm, advocating equal access to resources, decision-making, and benefits for women and vulnerable communities.
Integrity and Accountability	Strengthens transparency and accountability in project activities, including establishing fair grievance mechanisms and ensuring active, inclusive stakeholder participation.
Principle of Free, Prior, and Informed Consent (FPIC)	Recognizes Indigenous Peoples' right to make informed decisions about project activities that may affect their lands, territories, and resources, allowing them to give or withhold consent at any stage of a project.
Prevention of Sexual Exploitation, Abuse, and Harassment	Enforces zero tolerance for sexual exploitation, abuse, and harassment in all FAO-supported projects, requiring preventive and responsive measures to protect all project stakeholders, with special protocols for addressing gender-based violence risks.
Sustainability and Resilience	Emphasizes sustainable practices in agrifood systems to support long-term resilience, especially in vulnerable communities. Aims to foster adaptable systems through risk-informed and integrated approaches that address social, economic, and environmental factors in a balanced manner.
Accountability to Affected Populations	Defines accountability as a commitment to respect and respond to the needs of affected populations, including providing transparent feedback, respecting rights, and ensuring fair and accessible grievance processes. Recognizes the importance of equal access to assistance and benefits.

Environmental and Social Operational Pillar 1 (ESOP 1), Screening, assessment, management of environmental and social risks and impacts, defines the guidelines for risk screening and categorization, along with procedures and management requirements according to the risk level established for a programme or project, as per the application of the Screening Checklist. Also, ESOP 1 is envisioned as an overarching procedural pillar of the FESM, geared at identifying, evaluating and managing environmental and social risks, impacts and opportunities consistent with all nine ESS contained in FAO's FESM.

Environmental and Social Operational Pillar (ESOP 2), Stakeholder engagement, information disclosure, and grievance, conflict resolution and accountability mechanisms, establishes a three-fold approach and ongoing principles to ensure that all stakeholders have meaningful, informed, and effective participation in the development and execution of FAO programs and projects, as well as access to grievance, conflict-resolution, and accountability processes to help prevent and address adverse impacts (see Table 2).

Table 2 Requirements of FAO's ESOP 2 - Stakeholder engagement, information disclosure, and grievance, conflict resolution and accountability mechanisms.

Requirement	Description
Stakeholder engagement	Stakeholder engagement is an ongoing process throughout the programming or project cycle from planning to monitoring, and which entails timely disclosure of relevant, accessible information on the programming activities; and meaningful consultations and participation of all relevant stakeholders.
Information disclosure	Disclosure of programme and project information is essential to enable meaningful and effective stakeholders' participation in both project consultations and throughout its implementation, including in relation to potential environmental and social risks, impacts and benefits. FAO will disclose information related to environmental and social risks and impacts for all moderate and high-risk projects and may disclose such information for low-risk projects if warranted.

Grievance mechanisms and conflict resolution processes	All stakeholders involved in or affected by FAO supported activities have a right to express their opinions, whether positive or negative. Grievance mechanisms are essential to ensure stakeholders have fair, transparent, inclusive and no-cost access to processes and mechanisms to redress grievances and resolve conflicts, in a timely and effective manner. FAO's programmes or projects should ensure grievance, feedback and complaint mechanisms are legitimate, accessible, predictable, equitable, transparent, rights-compatible, open to continuous learning, confidential.
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In 2022, FAO's FESM introduced nine Environmental and Social Standards (ESS) aimed at preventing, reducing, or managing environmental and social risks and impacts in programs and projects. Where specific risks or impacts are identified during the screening and assessment of a program or project, relevant ESS requirements and management measures are applied (see Table 3).

Table 3 FAO's Environmental and Social Standards (ESS).

FAO's ESS	Overview on ESS Objectives
ESS 1 Biodiversity conservation, and sustainable management of natural resources	<ul style="list-style-type: none"> • Safeguard biodiversity and prevent harmful practices in agriculture, forestry, fisheries, and wildlife management that could damage ecosystems, ecosystem services, habitats, or genetic resources. • Promote responsible governance of natural resources, acknowledging the critical role of women, Indigenous Peoples, and local communities in ecosystem conservation. • Ensure fair distribution of benefits from genetic resource use. • Respect and preserve Indigenous knowledge, innovations, and practices that aid biodiversity conservation and sustainable resource use. • Support sustainable resource use in post-conflict and emergency contexts to help stabilize and prevent renewed conflict.
ESS 2 Resource efficiency and pollution prevention and management	<ul style="list-style-type: none"> • Prevent and reduce pollution effects on human health and the environment. Encourage efficient, equitable access to and use of resources (energy, water, land, soil, chemicals, forests, oceans) for both women and men. • Support Integrated Pest Management (IPM) to decrease pesticide dependence, promoting safe agricultural practices in line with FAO/WHO standards to protect farming communities, consumers, and the environment. • Promote Integrated Soil Fertility Management (ISFM) through diverse farming methods and agroforestry, using locally sourced nutrients to prevent environmental harm and reduce costs for farmers, following FAO's Fertilizer Code of Conduct. • Limit emissions of short- and long-lived climate pollutants, including black carbon, methane, carbon dioxide, and ozone-depleting substances. • Minimize hazardous and non-hazardous waste production, adopting a human rights-based approach for managing and safely disposing of hazardous substances, including agrochemicals.
ESS 3 Climate change and disaster risk reduction	<ul style="list-style-type: none"> • Minimize greenhouse gas emissions and enhance and maintain carbon sinks. • Ensure all programmes and projects integrate climate change and disaster risk considerations.

FAO's ESS	Overview on ESS Objectives
	<ul style="list-style-type: none"> • Climate-proof FAO's programming through climate-resilient measures, climate change mitigation, adaptation and disaster risk reduction, reducing exposure and vulnerability of communities and their livelihoods to the impacts of climate change and disaster risks. • Strengthen low-carbon and resilient agrifood systems to address both the risks associated with climate change and its impact on people, livelihoods, food security and nutrition.
ESS 4 Decent work	<ul style="list-style-type: none"> • Promote and foster decent employment. • Promote, respect and realize fundamental principles and rights at work, including through: freedom of association and recognition of the right to collective bargaining; preventing child labour and forced labour; promote fair treatment, non-discrimination and equal opportunities to all workers; and, protecting and supporting workers, particularly those at heightened risk. • Protect and promote workers' safety and health. • Ensure compliance with national employment and labour laws and international commitments. • Have in place effective measures to address emergency events, whether human-made or natural hazards. • Leave no one behind when protecting and supporting workers with a special focus, as appropriate, on women, young and migrant workers, workers in the informal economy, and those with disabilities.
ESS 5 Community health, safety and security	<ul style="list-style-type: none"> • Anticipate and avoid adverse impacts on health, safety and livelihoods of relevant stakeholders. • Ensure quality and safety in the design and construction of infrastructure associated to FAO's programmes and projects and prevent and minimize potential safety risks and accidents. • Avoid or minimize stakeholders' exposure to disaster risks, diseases and hazardous materials associated to FAO programmes and projects. • Ensure that the safeguarding of personnel and property minimizes risks to communities, and in accordance with international human rights standards and principles.
ESS 6 Gender equality and prevention of gender-based violence (GBV)	<ul style="list-style-type: none"> • Promote Women's Participation and Leadership, encouraging women and girls to take active roles in local institutions and organizations, and in decision-making. • Ensure equal access to resources, both agricultural and natural resources (e.g., land, water, livestock, equipment, seeds, fertilizers), essential for them to benefit from work. • Provide equal access to support services, addressing the gender gap, facilitating equal access to agricultural support services (advisory, financial, and business development, technology transfer and adoption). • Enable market access and employment, promoting equal income opportunities, market access and decent jobs for all. • Reduce Women's Work Burden and prevent interventions from unintentionally increasing women's work burden or time poverty. • Avoid or minimize the risk to build or reinforcing discriminatory norms and attitudes that undermine women's position and decision-making power.

FAO's ESS	Overview on ESS Objectives
	<ul style="list-style-type: none"> • Prevent, mitigate, and respond to the risk of gender-based violence (GBV), ensuring timely and accessible support services for GBV cases, including in relation to sexual exploitation and abuse.
ESS 7 Land tenure, displacement, and resettlement	<ul style="list-style-type: none"> • Avoid, or where unavoidable, minimize and address negative impacts from the acquisition of land or other natural resources, or restrictions on their use. Forbid forced evictions in all cases. • Design and carry out resettlement activities as part of development activities, when appropriate, ensuring that sufficient resources are available to enable affected people to benefit directly from the proposed programmes and projects. • Design and execute said resettlement efforts in close collaboration with the affected people, ensuring their informed and meaningful participation. • Safeguard tenure rights, including customary or Indigenous tenure rights even when not formally recognized by law, when granting or recognizing tenure rights to land or natural resources in the context of the programme or project. • Improve or restore the livelihoods and living standards of individuals, with a focus on the improvement of socio-economic conditions of those impoverished, marginalized, and vulnerable groups affected by land acquisition, investment, or land reform projects. • Acknowledge all users with legitimate land and resource claims, including those with informal or customary tenure. • Ensure that functioning grievance mechanisms are in place and accessible to stakeholders, enabling timely and effective communication, documentation and resolution of grievances.
ESS 8 Indigenous Peoples	<ul style="list-style-type: none"> • Recognize and fully respect the rights, dignity, culture, autonomy, and identity of Indigenous Peoples, recognizing their unique traditions and aspirations. • Avoid adverse impacts from FAO-supported activities on Indigenous Peoples and mitigate or remedy impacts if avoidance is impossible. • Support Indigenous Peoples' rights to self-determination and development in respect and accordance to their culture and identity. • Recognize and uphold Indigenous Peoples' rights to the lands, territories, and resources they have traditionally owned or occupied. • Protect and respect Indigenous culture, knowledge, and practices, allowing Indigenous Peoples to adapt to changing conditions in a manner and timeframes that is acceptable for them. • Design and implement programmes and projects in partnership with Indigenous Peoples, ensuring their full, effective and meaningful consultations and participation, consistent with the principle of Free, Prior, and Informed Consent (FPIC) before starting activities. • Ensure Indigenous Peoples receive fair and benefits and opportunities from project activities, in a manner that is inclusive and culturally appropriate, with emphasis on gender equality. • Support countries in respecting and fulfilling Indigenous Peoples' rights. • Protect cultural heritage from harm or misuse, promote its preservation, and ensure meaningful consultations and equitable access to the benefits in relation to the preservation, protection, utilization and/ or management of cultural heritage in the context of FAO programmes / projects.

FAO's ESS	Overview on ESS Objectives
ESS 9 Cultural Heritage	<ul style="list-style-type: none"> • Protect cultural heritage - including oral traditions and expressions; performing acts; social practices, rituals and festive events; food heritage and territorial diets; knowledge and practices; and traditional craftsmanship - from harm, inappropriate alteration, disruption, removal, or misuse, and support its preservation, safeguarding and protection. • Ensure equitable sharing of benefits resulting from the integration or use of cultural heritage. • Foster inclusive and meaningful consultation with stakeholders, including women and youth, regarding the preservation, protection, use and management of cultural heritage.

3.2 GCF/IFC Performance Standards

The IFC's Sustainability Framework reflects its commitment to sustainable development and is central to its risk management approach. It includes the Policy and Performance Standards on Environmental and Social Sustainability (ESS), which outline IFC's responsibilities and commitments, and guide clients in identifying, managing, and mitigating environmental and social risks and impacts. These standards emphasize sustainable business practices, stakeholder engagement, and transparency in project activities⁸.

FAO's FESM and its two operational pillars (OPs) and nine environmental and social standards (ESS) are consistent with the GCF's ESS Policy and the IFC's Performance Standards. Table 4 shows the correlation between FAO's and GCF standards. Both core benchmarks for environmental and social compliance have been applied to the context of this ESA for PNG's REDD+ RBP funding proposal for the results period 2014-2016.

*Table 4. Harmonization between FAO's FESM and the GCF's Environmental and Social Safeguards / IFC's Performance Standards.*⁹

GCF (IFC) ESS	FAO's Environmental and Social Operational Pillars and Standards
PS 1. Assessment and management of environmental and social risks and impacts	<ul style="list-style-type: none"> • ESS2. Resource efficiency and pollution prevention and management • ESS3. Climate change and disaster risk reduction • ESS6. Gender equality and prevention of gender-based violence • ESOP 1 and ESOP 2
PS 2. Labour and working conditions	<ul style="list-style-type: none"> • ESS 4. Decent work
PS 3. Resource efficiency and pollution prevention	<ul style="list-style-type: none"> • ESS2. Resource efficiency and pollution prevention and management
PS 4. Community health, safety and security	<ul style="list-style-type: none"> • ESS 5. Community health, safety and security
PS 5. Land acquisition and involuntary resettlement	<ul style="list-style-type: none"> • ESS 7. Land tenure, displacement, and resettlement

⁸ Environmental and Social Safeguard Standards, Indigenous Peoples' Policy, Gender Policy and Policy on Prohibited Practices.

⁹ IFC, 2012. [Performance Standards on Environmental and Social Sustainability](#).

GCF (IFC) ESS	FAO's Environmental and Social Operational Pillars and Standards
PS 6. Biodiversity conservation and sustainable management of living natural resources	<ul style="list-style-type: none"> ESS 1. Biodiversity conservation, and sustainable management of natural resources
PS 7. Indigenous Peoples	<ul style="list-style-type: none"> ESS 8. Indigenous Peoples
PS 8. Cultural heritage	<ul style="list-style-type: none"> ESS 9. Cultural heritage

3.3. Cancun Safeguards and PNG's National Safeguards Standards

This ESA also considers the alignment of the activities undertaken in the results period against the UNFCCC's Cancun safeguards. All formal assessments devised by PNG during the reporting period in relation to social and environmental safeguards were developed based on the Cancun safeguards.

PNG's description of the Cancun safeguards includes a narrative description and a breakdown of the core elements of such description/clarification. The following table presents PNG's description of the Cancun Safeguards to respond to UNFCCC guidance and requirements. The description of each Cancun safeguard to PNG's context serves to specify how the objectives encompassed in the Cancun safeguards translate into concrete principles and objectives that are to be followed in the context of the implementation of REDD+ activities in PNG, and which are anchored in the PNG's Policies Laws and Regulations (PLRs).

Table 5. Overview of PNG's National Safeguards Standards vis-a-vis Cancun Safeguards. ¹⁰

Cancun Safeguards	PNG's s National Safeguards Standards	
	PNG's description of the safeguard	Core elements
A) That actions complement or are consistent with the objectives of national forest programmes and relevant international conventions and agreements.	(a) The National REDD+ Strategy must be implemented in compliance with the objectives of national forest programmes, and consistent to the provisions of the relevant treaties and international conventions PNG is Party to.	a.1 The REDD+ strategy is consistent with the objectives of national forest programmes
		a..2 The REDD+ strategy is consistent with relevant and applicable international conventions and agreements
B) Transparent and effective national forest governance structures, taking into account national legislation and sovereignty.	(b) – Transparency and effectiveness of forest governance structures, including the right to access to information, accountability, access to justice and the recognition and protection of land use rights are promoted and regulated in the scope of the application of the National REDD+ Strategy through the relevant PLRs of the country.	b.1 Right to access information is recognized and protected in the context of the implementation of the REDD+ strategy
		b.2 Accountability is guaranteed in the context of the implementation of the REDD+ strategy
		b.3 Right to access justice is recognized and protected in the context of the implementation of the REDD+ strategy
		b.4 Rights over forest land are recognized and protected in the context of the implementation of the REDD+ strategy
C) Respect for the knowledge and rights of indigenous peoples and	(c) – The recognition of, and respect for the rights of customary landowners, local communities and vulnerable groups in accordance to the relevant	c.1 The rights of customary landowners, local communities and vulnerable groups are promoted and protected in the context of the application of the REDD+ strat-

¹⁰ Climate Change and Development Authority, 2020. [Safeguards Information System, Framework Document for Papua New Guinea and REDD+ in PNG online portal](#).

Cancun Safeguards	PNG's s National Safeguards Standards	
	PNG's description of the safeguard	Core elements
members of local communities, by taking into account relevant international obligations, national circumstances and laws, and noting that the United Nations General Assembly has adopted the United Nations Declaration on the Rights of Indigenous Peoples	PLRs is applicable to the implementation of the National REDD+ Strategy; including the rights to non-discrimination, traditional knowledge and culture, self-determination, benefit sharing and collective tenure rights	egy, in consistency with relevant and applicable international conventions and treaties. c.2 Traditional knowledge is recognized and protected in the context of the application of the REDD+ strategy
D) The full and effective participation of relevant stakeholders, in particular indigenous peoples and local communities, in the actions referred to in paragraphs 70 and 72 of this decision.	(d) – The right to participate, in particular for customary landowners, local communities and vulnerable groups, is recognized and promoted under the National REDD+ Strategy through the relevant PLRs of the country, which include the promotion of gender equality and the right to free, prior and informed consent.	d.1 The right to participate in the design and implementation of the REDD+ strategy is recognized and promoted.
		d.2 Customary landowners, local communities and vulnerable groups right to participate, including their Free, Prior and Informed Consent (FPIC) is recognized and promoted in the context of the application of the REDD+ Strategy
		d.3 Gender equality is promoted and protected in the context of the implementation of the REDD+ strategy
E) That actions are consistent with the conservation of natural forests and biological diversity, ensuring that the actions referred to in paragraph 70 of this decision are not used for the conversion of natural forests, but are instead used to incentivize the protection and conservation of natural forests and their ecosystem services, and to enhance other social and environmental benefits ¹¹	(e) - REDD+ actions under the National REDD+ Strategy will promote the conservation of natural forests and biodiversity, the enhancement of social and environmental benefits, and will not result in the conversion of natural forests, in accordance with the relevant PLRs in the country.	e.1 REDD+ strategy is consistent with the conservation of natural forests and biological diversity
		e.2. REDD+ strategy will not incentivise the conversion of natural forests
		e.3 Enhancement of and the right to a fair distribution of benefits is recognized and protected in the context of the implementation of the REDD+ strategy
F) Actions to address the risks of reversals	(f) – Risks of reversals of the proposed REDD+ actions are addressed through relevant monitoring and assessment systems (e.g. Measurement, Reporting	f.1 REDD+ strategies, plans and activities effectively identify drivers and underlying causes of deforestation and forest degradation

¹¹ Taking into account the need for sustainable livelihoods of indigenous peoples and local communities and their interdependence on forests in most countries, reflected in the United Nations Declaration on the Rights of Indigenous Peoples, as well as the International Mother Earth Day.

Cancun Safeguards	PNG's s National Safeguards Standards	
	PNG's description of the safeguard	Core elements
	and Verification -MRV- specific measures and establishment of the National Forest Monitoring System-NFMS)	f.2 Addressing risks of reversals is required by the REDD+ strategy
G) Actions to reduce displacement of emissions	(g) – Risks of displacement of emissions of the proposed REDD+ actions are addressed through relevant monitoring and assessment systems (e.g. Measurement, Reporting and Verification -MRV- specific measures and establishment of the National Forest Monitoring System-NFMS)	g.1 Addressing risks displacement of emissions is required by the REDD+ strategy

3.4 PNG's Integrated Environment and Social Safeguard Standards Framework

For this retroactive environmental and social assessment, which evaluates PNG's policies and measures undertaken during the results period, a tailored Integrated Environmental and Social Safeguards Standards (ESS) Framework has been developed for PNG's RBP funding proposal. This framework is designed to ensure that the due diligence assessment report confirms compliance with all relevant ESS standards applicable to PNG's REDD+ results-based payments funding proposal. This includes the relevant policies of the GCF, the FAO's FESM, and PNG's own national safeguards framework.

Ensuring coherence across environmental and social safeguard standards, along with the associated assessment, monitoring, and reporting tools, will enable PNG to effectively mitigate potential risks and negative impacts. At the same time, it will allow the country to actively pursue opportunities that deliver positive environmental, social, and governance outcomes—often referred to as co-benefits—through a comprehensive and integrated ESS management framework. The Integrated ESS Framework for PNG's RBP Funding Proposal (RBP FP) serves as the foundation for the analytical approach used in this retroactive assessment and will later form the ESS framework for the RBP FP. This framework ensures consistency and complementarity with PNG's monitoring and reporting processes for environmental and social safeguards, as part of its National REDD+ Strategy, including the SIS and the SOI. Table 6 below provides an overview of PNG's Integrated ESS Framework and its alignment with FAO's Environmental and Social Operational Pillars and Standards. The Annex presents a more detailed equivalence table vis-à-vis FAO's FESM, considering both relevant Guiding Principles and interlinkages across its ESS requirements.

Table 6. PNG's Integrated Environmental and Social Safeguard and Standards Framework applicable to its RBP Funding Proposal¹²

PNG's Integrated Environmental and Social Safeguards Standards Framework	
PNG's ESS Themes	Relevant FAO FESM requirements* (Guiding principles, ESOP 1-2, ESS 1-9)
ESS A. National Redd+ Strategy in compliance with the objectives of national forest programmes, and consistent with the provisions of the relevant treaties and international conventions to which PNG is Party.	
A.1. The REDD+ Strategy and associated PLRs are consistent with the objectives of national forest programs	N/A
A.2 The REDD+ strategy is consistent with relevant and applicable international conventions and agreements to which PNG is a party.	FAO's FESM GP. Integrity and Accountability.
ESS B. Transparent and effective national forest and land use governance structures	
B.1. Access to information is recognized and protected in relation to REDD+ strategy	ESOP 2. Information Disclosure
b.2 Accountability is guaranteed in the context of the implementation of the REDD+ strategy	FAO's FESM GP. Integrity and Accountability & GCF's Prohibited Practices.
B.3. Grievance mechanisms are established and functional for REDD+ strategies, plans and activities	ESOP 2. Grievance Mechanisms and conflict resolution processes ESS.4,7,8
B.4. The REDD+ strategy recognizes and protects the rights over forests lands	ESS. 7 Land Tenure, displacement and resettlement.
ESS C. REDD+ [strategies, plans and] activities respect the knowledge and rights of respect for the rights of customary landowners, local communities and vulnerable groups	
C.1. The rights of customary landowners, local communities and vulnerable groups are promoted and protected in the context of the application of the REDD+ strategy	ESS. 8 Indigenous Peoples
C.2. Traditional knowledge is recognized and protected in the context of the application of the National REDD+ Strategy	ESS. 9. Cultural Heritage FAO FESM GP. Leave No One Behind, Human Rights-based Approach, Principles of FPIC
ESS D. REDD+ [strategies, plans and] activities ensure the right to participate, in particular for customary landowners, local communities and vulnerable groups, including the promotion of gender equality and the right to free, prior and informed consent.	
D.1. Stakeholder, including forest-dependent customary landowners, local communities, youth and minorities, are effectively mapped and consulted [in relation to,] and participate effectively in REDD+ strategies, plans and activities.	ESOP 2 Stakeholder Engagement & cross-cutting in ESS. 6, 7, 8, 9. FAO FESM GP. Leave No One Behind, Gender Equality and Social Inclusion, Accountability to Stakeholders.
D.2. Customary landowners, local communities and vulnerable groups right to participate, including their Free, Prior and Informed Consent (FPIC) is recognized and promoted in the context of the application of the REDD+ Strategy	ESOP 2 Stakeholder Engagement & cross-cutting in ESS. 6, 7, 8, 9.
D.3. REDD+ strategies, plans and activities promote and enhance gender equality [and prevention of gender-based violence (GBV)]	ESS. 6 Gender equality and prevention of gender-based violence (GBV) FAO FESM GP. Leave No One Behind, Human Rights-Based Approach,

¹² FAO's analysis as part of PNG's RBP FP development. *N/A has been used for Cancun Safeguards with no direct relation to FAO's FESM Environmental and Social Operational Pillars or Standards, however all safeguards have been deemed relevant in relation to either FAO's FESM guiding principles or the GCF's Policy on Prohibited Practices. For more, refer to the detailed annex.

PNG's Integrated Environmental and Social Safeguards Standards Framework	
PNG's ESS Themes	Relevant FAO FESM requirements* (Guiding principles, ESOP 1-2, ESS 1-9)
	Gender Equality and Social Inclusion, Prevention of Sexual Exploitation, Abuse, and Harassment
ESS E. REDD+ actions under the National REDD+ Strategy will promote the conservation of natural forests and biodiversity, the enhancement of social and environmental benefits, and will not result in the conversion of natural forests, in accordance with the relevant PLRs in the country.	
E.1. REDD+ strategy is consistent with the conservation of natural forests and biological diversity	ESS. 1 Biodiversity conservation, and sustainable management of natural resources - <i>focus on natural forests, biodiversity and ecosystem services</i> FAO FESM: GP Environmental Sustainability, Sustainability and Resilience
E.2. REDD+ strategy will not incentivise the conversion of natural forests	ESS. 1 Biodiversity conservation, and sustainable management of natural resources - <i>focus on natural forests, biodiversity and ecosystem services</i> FAO FESM GP Environmental Sustainability, Sustainability and Resilience
E.3. Enhancement of and the right to a fair distribution of benefits is recognized and protected in the context of the implementation of the REDD+ strategy	Cross cutting in ESS. 1, 2, 6, 8, 9 FAO FESM GP. Leave No One Behind, Gender Equality and Social Inclusion, Accountability to Stakeholders
ESS F. REDD+ [strategies, plans and] activities address the risk of reversals	
F.1. REDD+ strategies, plans and activities effectively identify and address drivers and underlying causes of deforestation and forest degradation	N/A. FAO FESM GP Environmental Sustainability, and Sustainability and Resilience.
ESS G. REDD+ [strategies, plans and] activities reduce displacement of emissions	
G.1. REDD+ strategies, plans and activities provide incentives to landowners and rights holders for lands and resources to implement REDD+ and contribute to reducing deforestation	N/A. FAO FESM GP Environmental Sustainability, and Sustainability and Resilience.
ESS H. REDD+ strategies, plans and activities promote efficiency in the use of resources and ensures pollution prevention and management	
H.1. REDD+ strategies, plans and activities promote efficiency in the use of resources and ensures pollution prevention and management	ESS.2 Resources efficiency and pollution prevention and management
ESS I. REDD+ strategies, plans and activities ensure decent work, including health, safety and security conditions to all stakeholders involved in the implementation of REDD+ activities,	
I.1. REDD+ strategies, plans and activities ensure decent work to all stakeholders involved in the implementation of REDD+ activities	ESS. 4 Decent work FAO FESM requirements: GP. Leave No One Behind, Gender Equality and Social Inclusion, Accountability to Stakeholders
I.2. REDD+ strategies, plans and activities ensure health, safety and security conditions to all stakeholders involved in the implementation of REDD+ activities	ESS. 5. Community health, safety and security FAO FESM GP. Leave No One Behind, Gender Equality and Social Inclusion, Accountability to Stakeholders

4. REDD+ in PNG

This section offers a comprehensive overview of the context of REDD+ in PNG. It begins with a description of the state of the country's forests and natural resources, followed by an examination of PNG's relevant national policy, regulatory, and institutional framework. Subsequently, it presents the Policies and Measures (PAMs) implemented during the 2014–2016 reporting period, which have contributed to achieving reductions in emissions, including REDD+ readiness efforts in PNG, enabling measures and early actions.

4.1 National context

4.1.1 Forests in PNG

Papua New Guinea (PNG) has one of the highest levels of forest cover in the world, with forests covering 77.8% of the country's total land area (46.9 million hectares)¹³. Other land uses in PNG include 11% cropland (5.07m ha), 5% grassland (2.46m ha), 5% wetlands (2.21m ha), 1% other lands (0.09m ha) and 0.9% settlements (0.39m ha).¹⁴

The country's forests are highly diverse, encompassing 12 distinct forest types, with carbon-rich lowland tropical forests making up over 50% of the forested area. PNG's lowland forests are considered among the world's most ecologically unique, hosting 191 mammal species (over 80% of which are endemic), 750 bird species (more than 50% endemic), 300 reptile species, and 197 amphibian species. Additionally, the montane forests of PNG are notable for their regional rarity and high levels of endemic species.

Beyond their ecological significance, PNG's forests are vital to the livelihoods and economy of the country. They provide essential ecosystem services, including maintaining water supply, supporting agricultural land for the predominantly rural population, and protecting infrastructure, people, and crops from flash floods and landslides. Forests also directly sustain rural communities by providing over 500 species of wild plants used for food, and the value of annual bushmeat consumption is estimated at \$26 million—equivalent to the cost of sourcing alternative meats. These economic benefits are complemented by the deep social and cultural significance of forests, particularly as more than 90% of the land in PNG is under customary land ownership, with forests playing a central role in the cultural identity of many communities.¹⁵

Despite their importance, forest areas in PNG are declining due to deforestation and degradation. According to PNG's REDD+ Strategy, between 2000 and 2015, PNG lost 261,528 ha of forest, resulting in average annual emissions of over 5 million tCO₂e. The main driver of deforestation is the conversion of forestland to agricultural land, with 87% of deforestation attributed to agriculture. Of this, shifting agriculture accounts for 63%, and commercial agriculture, particularly oil palm plantations, accounts for 30%.

In the past decade, the expansion of Special Agricultural Business Leases (SABLs) increased commercial agriculture-related deforestation, with over 5.1 million hectares allocated for SABLs. The clearance of land for shifting agriculture and commercial agricultural development is closely linked to PNG's rapid population growth, which is driving higher demand for agricultural productivity, compounded by an increase in average calorie consumption per person. Together, these factors are intensifying the pressure on forests, leading to greater conversion of forest land into both shifting and permanent cropland. Such changes are more significant in areas close to urban areas,

¹³ In PNG, forest are defined "land spanning more than 1 hectare, with trees higher than 3 meters and the canopy cover of more than 10 percent (%)", according to the official forest definition agreed by NEC in 2014.

¹⁴ GoPNG, 2016. Papua New Guinea's National REDD+ Forest Reference Level, Submission for UNFCCC Technical Assessment in 2017.

¹⁵ Government of Papua New Guinea, 2017. [Papua New Guinea National REDD+ Strategy for the period 2017-2027](#).

infrastructure and development projects. The remaining forest area has also been subject to degradation caused mainly by logging operations with 2,427,987 ha of forest degraded between 2000-2015, resulting in over 25m tCO₂e of emissions per year.

In this context, PNG's approach to REDD+ aims to address the drivers of deforestation and degradation and contribute to ensure that future development activities are in line with the principles of responsible and sustainable development.

4.1.2 Policy, regulatory framework for REDD+

REDD+ in PNG is framed within a robust legal and policy framework which is described in this section. The series of policies, laws and regulations (PLRs) presented, provide the legal basis for around key aspects of REDD+, including legal definitions (e.g., of deforestation), provisions for arrangements for benefit-sharing and conflict management, guidance on environmental conservation and sustainable management of forests, among other. PLRs also set the political and legal structure for climate change mitigation in the country and the institutional mandates and responsibilities of all sectors involved. Table 6 summarizes key national policies, laws and regulations that were in place during the reporting period for which the emission reductions can be attributed to.

Table 7. Summary of national policies, laws and regulations in 2014-2016.

Law/Regulation	Description
Constitutional	
Fourth National Goal and Directive Principle (NGDP) and section 25	Promotes the preservation and replenishment of all natural resources that includes natural forests within the development of all national legislation and policies. The fourth NGDP calls for PNG's natural resources and environment to be conserved and used for the collective benefit of all citizens and with due consideration and necessary actions to be taken for the benefit of future generations.
Constitution of PNG, section 53	Recognizes customary landowners and communities ¹⁶ as owners of the land (which makes up 97% of all land in PNG), who are

¹⁶ In PNG, Indigenous Peoples constitute nearly the entire population. They may live in "traditional villages and communities", in the rural areas, and in deep in the forests in voluntary isolation or first contact. As the international category "Indigenous Peoples" is not systematically referred to in the PNG policy or legal frameworks, FAO uses the term "customary landowners and communities" to refer to the main group to which the GCF IP Policy applies in the context of this project.

The term "customary landowner" has been recognized in PNG as being equivalent to the international category "Indigenous Peoples". This has been stated, among other documents, in the PNG's REDD+ Strategy, that guides the activities to be conducted under this RBP. Just as the international term "Indigenous Peoples" defined in the UN Declaration of the Right of Indigenous Peoples (UNDRIP), the term "customary landowners", refers to specific land tenure rights that emanate from customary law. In PNG, this approach is supported by the distinctive PNG national legal system, which acknowledges the equal value of both customary and common law systems. According to the PNG national Constitution, "custom is adopted, and shall be applied and enforced, as part of the underlying law". As a consequence, rights to land can emanate directly from customary law, following that customary ownership does not need a title to prove its validity in PNG. The customary land tenure system predating the PNG State does not share the Western classical distinction between land ownership, possession, use or occupation, and only refers to "customary land ownership", a term recognized in relevant national laws, such as "The Land Act". According to this framework, distinctions between different forms of land tenure would not be accurate or appropriate. Those distinctions are part of Western law systems and could not find a source in the customary law system. International law supports this approach, as it is consistent with the PNG customary tenure land systems laws. The UNDRIP, which is recognized by both the GCF IP Policy and FAO, states that "traditional ownership or other traditional occupation or use, as well as those which they have otherwise acquired" should be recognized as a right "to own, use, develop and control the lands, territories and resources that they possess". Similarly, Convention ILO 169 states that "the rights of ownership and possession of the peoples concerned over the lands which they traditionally occupy shall be recognized".

FAO has found that other terms used by the national PNG administration may also fall under the term "customary landowner", such as the term "traditional villages or communities" which are administrative units that may be inhabited and ruled by Indigenous Peoples customary leaders. The AE will assess the relevance of preparing an IP Plan "traditional villages or communities",

Law/Regulation	Description
	entitled to compensation for any illegal or unjust deprivation of their land from resource acquisition, including forestry/timber harvesting. This is further recognized and supported within the Forestry Act 1991, section 58, which establishes the various processes of compliance for customary landowners and communities when leasing the land for forest concessions.
Acts of Parliament	
Forestry Act 1991	Regulates the management, development and protection of PNG forest resources and is administered by PNG's Forest Authority (PNGFA). It aims to manage, develop and protect the nation's forest resources and environment in such a way as to conserve and renew them as an asset for the succeeding generations and to maximise Papua New Guinean participation in the wise use and development of the forest resources as a renewable asset.
Environment Act & Regulations 2000	Governs and regulates the protection of the environment and impacts of natural resource development activities to promote sustainable development of the environment and the economic, social and physical well-being of people by safeguarding the life-supporting capacity of air, water, soil and ecosystems for present and future generations and avoiding, remedying and mitigating any adverse effects of activities on the environment.
Land Groups Incorporation (Amendment) Act 2009	Provides for the creation of customary groups called incorporated land groups (ILG) to hold, manage and deal with alienated land. It gives customary landowners and communities legal recognition through which they can do business and make decisions regarding their land and land use. ILGs have been mainly used to facilitate customary landowners and communities involvement in natural resource development for: identification of customary landowners and communities to obtain their consent to the use of their land and natural resources; and benefit-sharing, such as for the distribution of royalties and rents generated by agreements for land use and project developments.
Land Registration (Amendment) Act 2009	Provides for customary landowners and communities in PNG to voluntarily register their customary land. It enables customary landowners and communities to release certain portions of their land for development, with the ILG becoming the landowning unit. Only a legally recognised ILG can apply for registration ¹⁷ of their customary land with the national government. Once the land has been registered, it ceases to be bound by customary law except for the purpose of inheritance. ¹⁸
Climate Change Management Act 2015	This legislation is the legal basis for all climate change programs and activities in PNG setting out the various administrative, financial and project related functions and powers. It seeks to primarily reduce greenhouse gas emissions in PNG according to national targets and domesticizes the UNFCCC into PNG's legal regime. This law empowers the CCDA to coordinate between all key sectors in PNG on matters of climate change mitigation and REDD+

depending on their demographic characteristics, and the scope of their involvement and the impacts those units may suffer from the project. Furthermore, the term "customary landowners" is used in this proposal in binomial with "communities". This follows the REDD National Strategy, which recognizes that there may be women, youth, marginalized and vulnerable groups who do not necessarily have the collective rights of customary landowners, but may have been accorded use rights over land and resources on the land, with the FPIC by the customary landowners.

¹⁷ Section 34D and 34K of the Land Registration (Amendment) Act (2009).

¹⁸ See section 34N of the Land Registration (Amendment) Act (2009)

Law/Regulation	Description
	to combat deforestation as means of meeting its national targets. Part 8 - "Recognition of Landholder Rights": Division 1 –Rights of Customary Landholder", Section 87 provides the legal basis for FPIC implementation in the country.
National Development Policies and Strategies	
PNG Vision 2050 (launched in 2010)	This policy is the long-term underpinning strategy for PNG's development and all its priority sectors/areas of development. It sets out the guiding principles or pillars for the development of all policies in PNG and establishes the concept of sustainable development in all sectors including forestry and climate change. All future medium- to long-term strategies and plans must align to this vision. Vision 2050 discourages deforestation and promotes reforestation/afforestation.
Medium Term Development Plan 2011 - 2015	Sets out specific indicators and targets relating to the development of PNG's resources and the delivery of its services throughout the country within the medium term. All subsequent sectoral plans/programmes must align with or be consistent with these objectives and align with the broad targets for increased revenue, wealth creation and responsible sustainable development objectives in the country. Sections 4.3, 5.6 and 5.7 capture the importance of a sustainable and profitable forestry sector, forest preservation and contributing to global efforts to abate greenhouse gas emissions.
Strategy on Responsible Sustainable Development (StaRS) 2014	This policy promotes sustainable development and management of natural resources in PNG with the goal of preserving environment and biodiversity through more energy efficient (low carbon/carbon neutral) or green growth paths for key sectors and government agencies. The focus is to produce a green growth economy in PNG.
Sector Plans and Policies	
National Forestry Policy 1991	Covers forest management, the forest industry, forest research, forest training and education, and forest organization and administration.
Forestry Plan 1996	Provides a detailed statement on how national and provincial governments intend to manage and utilize the country's forest resources. For instance, it provides periodic and detailed planning to establish limits on total allowable cuts for timber harvesting each year and bans harvesting in areas with high conservation value.
Forestry Development Guidelines 2009	provides an implementation guide for provisions included in the Forestry Act, in particular, sustainable production, domestic processing, forest revenue, training and localization, review of existing projects, forest resource acquisition and allocation, and sustainable development
Forestry and Climate Change Framework for Action Policy 2009-2015	recognizes REDD+ as a mitigation activity and the potential for PNG to benefit from REDD+, and considers avoided deforestation as a forest conservation and protection measure in accordance with the principles of sustainable forest management
National Sustainable Land Use Policy (drafted in 2012 and revised in 2014)	Integrates the various national development policies and specific natural resource sector policies and plans with the SDGs. It provides an overarching framework that aims to facilitate this pro-

Law/Regulation	Description
	cess and promotes the sustainable development and management of PNG's natural resources through a coordinated approach to spatial planning at the national level.
Climate Compatible Development Management Policy 2014	Outlines the development of information management strategies in which a national system for information gathering, monitoring and evaluation, management and reporting, including a national GHG registry, GHG inventory and monitoring, reporting and verification (MRV) on forest and land use change surveys. These systems and mechanisms enable PNG to regulate an MRV and information system for the reporting on how emission displacements are being addressed.
Protected Areas Policy of 2014	Aims to protect and conserve areas that exist within naturally forested areas. It is a goal of the PAP to increase the existing number of protected areas, which currently stands at 58 areas (accounting for approximately 4% of the country's total land surface), by another 2% in the next 5 - 10 years, particularly in areas that have high biodiversity value and are also under the threat of potential deforestation.

Environmental Impact Assessments (EIA) are also relevant regarding the legal context for REDD+. EIA's are integral to the environmental licensing process, and they have been a main environmental management tool in PNG. They are obligatory for all activities with a potentially significant environmental impact¹⁹. The level of severity and the corresponding actions to be taken at each level are prescribed in detail within the relevant regulations. The EIA process includes both the development of an environmental impact report, as well as public hearings, which are organized depending on the size of the project and the level of its potential environmental impact.

EIAs are instituted via the *Environment Act 2000* and the *Environment (Prescribed Activities) Regulation 2002*. This Act and the associated regulations detailed the criteria and conditions for carrying out EIAs. Responsibility for the environmental licensing process rests with the Conservation and Environment Protection Authority (CEPA). The Act requires a person or company that intends to venture into an activity defined as a Level 3 activity under the *Environment (Prescribed Activities) Regulation 2002* to carry out an EIA and to prepare and submit an Environmental Impact Statement. The determining criteria for a Level 3 activity depend on the project's objective, scale, location and extent of potential environmental impact or harm. At the national level, most sector agencies have their own specific list of requirements, however, for small-scale provincial land use planning or other smaller development projects, it is not anticipated for an EIA to be carried out because these would fall within either a level 1 or 2 activity under the Act.

In the context of **management of customary lands**, PNG has a Registry of Incorporated Land Groups (ILGs) which is a national public registry, mandatory for all customary land which is subject to some form of commercial and business lease or natural resource development project. An ILG is established via the Land Groups Incorporations (Amendment) Act 2009 and recognized within the Land Act 1996, the Forestry Act 1991²⁰, the Environment Act 2000²¹, the Climate Change Management Act 2015²², and within the agriculture and mining sector legislation.

However, the ILG Registry is not sufficient to provide the necessary forest or environmental information required to integrate environmental information of the land in a database to support monitoring and combating deforestation as well as environmental and economic planning. The ILG

¹⁹ See Level 3 Activities/Projects according to section 52 of the *Environment (Prescribed Activities) Regulation 2002*.

²⁰ See sections 54-57 of the *Forestry Act 1991*.

²¹ See sections 81-86 of the *Environment Act 2009*.

²² See sections 87-89 of the *Climate Change Management Act 2015*.

Registry needs to be coupled with the individual sector (forestry, agriculture, lands and physical planning, environment and conservation, and climate change) registries within PNG in order to address these issues. Each of these individual sectors' registries do not require ILGs to be registered in order for the environmental information to be obtained on the specific development projects taking place on the land. However, it is necessary in most cases to commence the ILG registration process before project implementation begins. Moreover, there also remains a lack of a unifying approach to land-use planning across sectors which has led to challenges in overlaps between protected areas and concessions, as is the case with Special Agricultural Business Leases (SABs) noted in section 4.2.2.

If there is a need for forest restoration, there are options for customary landowners and communities to apply for reforestation to be approved by PNGFA as part of the sustainable management options promoted within the Forestry Act and Forestry Policy. Some of the options and benefits offered as part of these provisions are the allocation of 10% forest conservation areas in forest concession areas, forest rehabilitation and restoration, the reforestation or afforestation programs with introduced planting of native species, and maintenance of previously established agroforestry or ecoforestry activities.

Regarding **customary rights to the land**, in PNG, 97% of the land is under customary ownership by virtue of sovereign rights guaranteed to all Papua New Guineans²³. The traditional customs and practices of the people of PNG are also recognized within Schedule 2.1.1 of the Constitution. Customary landowners and communities also have exclusive usufruct rights over the lands they traditionally occupy. The phases of the demarcation procedure of the customary lands, described below, are defined by specific Acts of Parliament²⁴ and entail the following:

- **Request for Incorporation or Voluntary registration:** Customary landowners and communities approach the respective ILG division within the National Department of Lands and Physical Planning (DLPP) and apply for the registration of their customary landowners and communities or their land. This is often publicized in the national gazette for purposes of ensuring there are no objections to the claim of ownership.
- **Land Dispute Resolution:** If there are objections to this application due to conflicts over land between rival customary landowners and communities, then this becomes the subject of a land court hearing or some form of land dispute settlement process which will need to be determined prior to continuing with the ILG and land registration.
- **Land, Social and Environmental Surveys/mapping:** depending on the purpose for the formation of the ILG or for voluntary registration, either anthropological, historical, land, cartographic and environmental surveys and/or studies are carried out, which form the basis for identification and delimitation of customary lands. This is a process that often occurs prior to or conjunctive to the land dispute resolution process.
- **Delineation:** once the ownership is determined and appropriate data is collected, this is entered into the existing land registry/systems within the DLPP.
- **Approval:** this is the formal approval process carried out by the ILG division of DLPP, which is then formally endorsed by the Commissioner for Customary Land and the Secretary of DLPP.

²³ Government of PNG, [National Redd+ Development Guidelines](#). The rationale for this is contained in the Constitutional Planning Committee Report of 1974, Chapter 5, Human Rights and Obligations and Emergency Powers, Part 1 - Human Rights and Obligations, A. Declaration of Fundamental Rights and Freedoms and within the section on 'Unjust Deprivation of Property as it relates to all natural born citizens of this country.

²⁴ Land Act 1996 and respective Regulations, Land Groups (Amendment) Incorporations Act 2009 and respective regulations, Land Dispute Settlements Act 1975 and respective regulations, Survey (Amendment) Act, 2016 and respective regulations, Land Registration (Amendment) Act 2009 and respective Regulations.

- **Declaration:** this comes in the form of a public notice (in a gazettal) that is issued by DLPP acknowledging that the process of registration is complete and formally identifying the customary land boundaries as being registered by the State. The land is marked and georeferenced as part of the LAGIS/PNGRIS (or other land information management system).
- **Regulations:** these customary lands are now legally subject to regulation pursuant to the respective Acts of Parliament (the ILG Acts and/or Voluntary Registration Acts) and all other respective land legislation and regulations for all development or conservation purposes within the country.

PNG has legislation that supports the process of accessing customary land and resources under the National Constitution, Section 53, which recognizes the right of landowners to not be unjustly deprived of their land and the need to respect that right especially in light of relevant international conventions²⁵. The Land Act 1996 also provides the process for acquiring land for development purposes, which requires the use of Free Prior and Informed Consent (FPIC) as part of compulsory acquisition.²⁶ The process of FPIC is also recognized and respected in Acts of Parliament such as the Forestry Act 1991,²⁷ the Oil & Gas Act 1998,²⁸ the Fauna (Protection and Control) Act²⁹ and the Climate Change Management Act 2015³⁰ in relation to the development or protection of natural resources and environmental projects. The Climate Compatible Development Management Policy 2014 also outlines this specific requirement as part of the proposed REDD+ projects in PNG.

PNG has also adopted **international treaties and agreements** that are relevant in the context of REDD+ and are included in the following table³¹. These legal instruments are relevant for providing information on social and environmental safeguards.

Table 8. International treaties and agreements ratified by PNG considered relevant for providing information on REDD+ Safeguards.

Treaty or Convention	Responsible Institution	Relevant to Safeguards ³²
UNCBD	CEPA	E
UNFCCC	CEPA	A
UNCCD	CEPA	A
CITES	CEPA	E
RAMSAR	CEPA	A
UNESCO	Tourism Promotion Authority	C

²⁵ This respects the objectives of the UNDRIP Article 10.

²⁶ Section 10 of the Land Act 1996 recognizes the need for Consent to be obtained prior to acquisition of customary owned land and section 12 provides the process which gives rise to compensation for land acquired by the State.

²⁷ This is seen as part of the FMA process under section 58 of the Forestry Act 1991, in which consultations with customary resource owners is necessary in order to obtain their consent to acquire forest resources in exchange for adequate compensation as per terms stipulated in Project Development Agreements.

²⁸ Divisions 5 (Social Mapping & Land Owner identification), Div. 6 (Project Consultation), Div.12 (Rights in Respect of Land and Property), Div.14 (Fees and Royalties) and Part IV (Project Benefits) of the Oil and Gas Act 1998.

²⁹ Section 15(2)(a) of the Fauna Protection and Control Act 1996.

³⁰ Section 87, 88 and 89 of the Climate Change Management Act 2015 on the need for FPIC and recognition of landholders' rights.

³¹ **Acronyms:** **CEPA** (Conservation and Environmental Protection Authority), **CERD** (Convention on The Elimination of All Forms of Racial Discrimination), **CITES** (Convention on International Trade of Endangered Species), **International Convention #169** (International Convention on Indigenous and Tribal Peoples # 169) *agreed by PNG, **ICESCR** (International Covenant on Economic, Social and Cultural Rights), **ICCPR** (International Covenant on Civil and Political Rights), **UNESCO** (Convention for the Protection of the World Cultural and Natural Heritage), **UNCBD** (United Nations Convention on Biological Diversity), **RAMSAR** (Ramsar Convention on Wetlands of International Importance) **UNFCCC** (United Nations Framework Convention on Climate Change), **UNCCD** (United Nations Convention to Combat Desertification).

³² Refer to Table 5 on UNFCCC Cancun Safeguards

Treaty or Convention	Responsible Institution	Relevant to Safeguards ³²
ICESCR	Tourism Promotion Authority	B, C and E
ICCPR	DJAG	B and C
CERD	DJAG – Public Solicitor’s Office	B and C

4.1.3 Institutional and Governance Framework relevant for REDD+

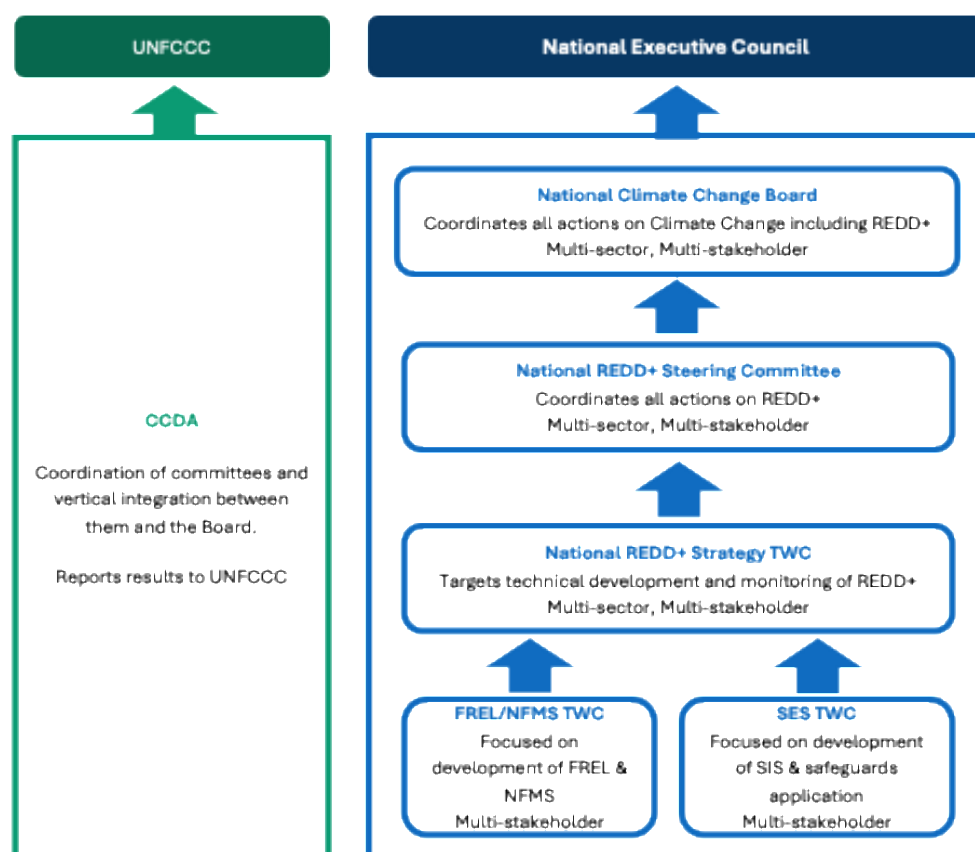
In terms of the Institutional Framework for REDD+, forest governance in PNG is based on the following structure:

- The PNG Forest Authority: national entity established by virtue of The Forestry Act 1991 and responsible for governing all matters pertaining to forestry within the country. The PNGFA and all subsequent amendments and regulations legislate on matters such as forestry projects, programs and activities, as well as the regulation of the timber industry.
- National Forest Board: oversees the PNGFA, advises the Minister for Forests and gives directions to the National Forest Service. The Board has ten members representing the National Forest Service, National Planning & Monitoring, Conservation & Environment Protection Authority, PNG Forest Industries Association Inc., the Association of Foresters and five other members representing the other major stakeholders of the forest sector, namely Provincial & Local Level Governments, Landowners, Women, the Civil Society, and the Minister.⁷
- Provincial Forest Management Committees: there is one for each province, assisting the National Forest Board in fulfilling the Objectives and Functions of PNGFA. The PFMCs consist of representatives from the Provincial Administration, the National Forest Service for the Region, the Local Level Government, the Civil Society and landowners of the province.
- Conservation & Environment Protection Authority: established under the Conservation and Environment Protection Authority Act (2015), is the entity mandated to enforce this legislation, coupled with other conservation and environmental legislation, sets out the powers, functions and duties of this sector particularly as it relates to the establishment of environmental permits, standards and regulations as well as conservation areas and/or protected areas within PNG.
- Department of Agriculture and Livestock: has overall autonomy on matters of management and administration to individual sub-sectors created through commodity boards (e.g. Cocoa and Coffee Boards),
- Department of Lands & Physical Planning: crucial in governing all matters on land use permits, land ownership, land development, planning and zoning in PNG.

Regarding climate change and REDD+, the Climate Change and Development Authority (CCDA), is the Designated National Authority (DNA) for PNG under the UNFCCC. CCDA has the mandate for the central coordination of all climate change and, therefore, REDD+ actions in the country. CCDA is the national entity established by virtue of the Climate Change Management Act 2015 and is solely responsible for governing all matters pertaining to climate change management in the country. The CCMA sets out the core administrative/management structures and functions of the Authority in PNG as well as its roles and responsibilities related to climate change-related programs, projects and activities.

This coordination role aims to manage the national REDD+ process effectively. PNG created enabling institutional frameworks for REDD+ implementation and effective stakeholder engagement operationalised through the National Climate Change Board (NCCB), the National REDD+ Steering Committee (NRSC), supported also by the REDD+ Technical Working Committees (TWC) on National REDD+ Strategy, Social and Environmental Safeguards, Measurement, Reporting and Verification (MRV) and FRL, pool of local REDD+ Experts. Figure 1 provides an overview of the governance structure for REDD+ in PNG.

Figure 1. Governance structure for REDD+ in PNG³³



4.2 REDD+ Policies and Measures (PAMs) contributing to Emissions Reductions (ERs) in PNG

This section of the ESA retroactively examines the series of Policies and Measures (hereon the PAMs) undertaken in PNG during the results period 2014-2016 that contributed to the achievement of emissions reductions (ERs). However, it is important to note that ERs in PNG could not be attributed to any specific activities or measures on the ground, but rather to a series of readiness and enabling efforts. The efforts that contributed to ERs during the results period are organized in the following way: 1) REDD+ Readiness efforts in PNG, 2) Enabling measures, and 3) Early Actions.

4.2.1 REDD+ Readiness efforts

Between 2011 and 2017 PNG, with support from development partners including the UN-REDD Programme (implemented by UNDP, FAO and UNEP), and the FCPF Readiness Fund (implemented through UNDP), worked to increase capacity and understanding of REDD+ across key stakeholders within the country as part of the REDD+ Readiness Phase of REDD+ development. This process helped prepare the country to reduce emissions from deforestation and degradation effectively by building a strong foundation of data, capacity, and governance, to allow PNG to move forward with REDD+ implementation and contribute to global climate change mitigation efforts. The REDD+ readiness process in PNG was key for ensuring the country was equipped to design and implement a REDD+ strategy that meet both environmental and social objectives. In this way, readiness efforts were crucial in achieving results during the assessed period. PNG received support from two mayor initiatives:

³³ Prepared by FAO based on PNG's National REDD+ Strategy

- **The UNREDD+ Programme:** The UNREDD+ National Programme, supported the readiness phase of REDD+ in PNG from 2011 to 2015, through a US\$ 6.4 Million grant. UNREDD+'s support was aimed at supporting the Government of PNG (GoPNG), namely the CCDA as the implementing partner and the PNGFA as the participating organization, on its REDD+ readiness process. Support included the establishment of institutional arrangements for REDD+, the development of the National MRV system and the Forest Reference Level, as well as strengthening the stakeholders' engagement process in REDD+ at the national level.
- **The Forest Carbon Partnership Facility (FCPF):** the Readiness Fund of the FCPF supported the country from 2008-2019, granting a total of US\$ 5.2 Million. The FCPF support allowed the country to develop the REDD+ Finance and Investment Plan, implement the management system for REDD+, improve the participation of relevant stakeholders at different scales and implement the necessary capacities to manage PNG's National Forest Monitoring System. Particularly, safeguards work commenced under the FCPF from 2015-2018, as continuation from UNREDD.

In this context, as part of the readiness efforts, the main outcomes produced during the results period included capacity-building workshops on REDD+ and key topics such as, FPIC, safeguards, benefit sharing, MRV, etc., at national and subnational level, the development of National Guidelines on Social and Environmental Safeguards, which were later tested on the ground at the province level, the establishment of a REDD+ Network through which relevant stakeholders engaged in REDD+ development and implementation, continuous technical and administrative training to government partners (e.g., CCDA), and recommendations for improving gender inclusiveness and participation in PNG's National REDD+ Strategy and Policies.

Specifically on REDD+ safeguards and within the readiness process, PNG started a process to identify mechanisms for effectively addressing, respecting, and managing safeguards. The Box below describes key REDD+ safeguard undertakings led by the GoPNG in the 2014-2016 period. It is important to note that these efforts served as a baseline for later definition of PNG's REDD+ Strategy and the SIS.

In 2014, a **Gap Analysis** to identify key gaps in PNG's legal and policy framework with regard to the implementation of REDD+ safeguards was undertaken using a systematic approach that, for each of the Cancun safeguards in turn, assessed the degree to which existing legal provisions met the principle reflected in the safeguard statement. A total of 19 policies, 29 laws and 12 regulations (PLRs) were reviewed across a range of jurisdictions and sectors. As key gaps, the analysis identified: benefit sharing and rights to carbon needed further definition, poor 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, limited grievance and redress mechanisms, and lack of legal provision on greenhouse gas emissions integrity.³⁴

In order to address these identified gaps, PNG developed safeguard **principles**³⁵, **criteria and indicators**³⁶ (PCIs). In 2014 the first draft of PCIs was produced and the government undertook four regional consultations to review them.

³⁴ UNREDD, 2021. [Safeguards and SIS: Papua New Guinea](#).

³⁵ Principles are: (1) Respect for rights of customary landholders and communities including FPIC; (2) Equitable benefit sharing; (3) Benefits for customary landholders and communities that improve human well-being; (4) Contribution to broader sustainable development; (5) Maintenance of biodiversity and ecosystem services; (6) Full and effective participation to access information; and (7) Compliance with national and international law.

³⁶ Indicators were defined in three categories: 1) Policy indicators to assess PLRs in place and their compliance with domestic legal provisions and the Cancun safeguards, 2) Process indicators to assess whether a specific process has been designed, established and implemented effectively, and 3) Outcome indicators to assess the impacts of the implementation of the REDD+ Strategy.

In 2015, PNG adopted a Country Approach System for REDD+ and tested the FPIC guidelines for REDD+ in the field (see section 5.1 for more details). Reports from these pilots were delivered by the end of the year.

In 2016, a revised Gap Analysis of PLRs was completed as well as a revised description of the Cancun safeguards (drawing on draft PCIs and revised PLR analysis). Also, the set of indicators associated with demonstrating how safeguards are being addressed and respected was also revised. Lastly, capacity building activities were carried out for all relevant stakeholders throughout the year (see section 5).

Women's involvement throughout REDD+ readiness in PNG had had more of a consultative nature to provide views, interests and feedback in relation to, for instance, the REDD+ strategy or the proposed FPIC Guidelines. However, and despite the fact that there were few women in politics or decision-making at all levels of government³⁷, women's role in PNG's REDD+ governance structure at CCDA influenced gender-responsive climate policies in the land and forest sector. It led a series of efforts that PNG had undertaken to identify structural barriers and mainstream gender issues and priorities in the context of its REDD+ readiness efforts. According to the Situation Analysis and Recommendations for Improving Gender Inclusiveness and Participation in Papua New Guinea's National REDD+ Strategy and Policies, several structural and cultural barriers that hinder women's meaningful engagement in REDD+ decision-making processes in Papua New Guinea (PNG) were identified as follows:

- **Male-Dominated Decision-Making Structures:** Traditional societal norms often prioritize male decision-makers, marginalizing women's voices in key discussions and negotiations related to REDD+ policies. This gender imbalance results in women being underrepresented in leadership roles and decision-making bodies.
- **Cultural Gender Roles:** Cultural perceptions of gender roles in PNG often restrict women's participation. These norms dictate that women's responsibilities primarily revolve around domestic duties, which can lead to the exclusion of their unique insights and contributions to resource management and environmental policies.
- **Lack of Access to Education and Information:** Barriers to education, especially in rural areas, impede women's ability to participate effectively in REDD+ activities. Limited access to relevant information further exacerbates this issue, as many women are not aware of their rights or the mechanisms through which they can engage in policy discussions.
- **Insufficient Support Systems:** Existing institutional frameworks often lack the necessary support mechanisms for facilitating women's participation. This includes inadequate training, resources, and funding for initiatives that promote gender inclusivity within REDD+ processes.
- **Gender-Sensitive Policies:** The absence of comprehensive gender-sensitive policies within various sectors reduces the effectiveness of engagement strategies. While some organizations may acknowledge gender disparities, without formal guidelines, practices remain inconsistent and poorly implemented.
- **Cultural Resistance to Change:** Deep-rooted cultural beliefs and practices can resist shifts toward gender equality. Efforts to engage women in REDD+ initiatives must navigate these cultural barriers, often requiring tailored approaches that respect local traditions while promoting inclusive practices.

Enthought the PNG's National the REDD+ strategy had not been implemented and rather the definition of the benefit sharing plan was still in an early-stage, some key points regarding how gender was considered in benefit sharing design processes were identified as follows:

- **Recognition of Women's Roles:** The design of benefit-sharing mechanisms acknowledged that women play crucial roles in resource management, yet their contributions and needs had not been fully reflected in policy frameworks. This oversight could undermine the effectiveness of benefit-sharing strategies.

³⁷ as of 2014, five out of eleven National Departments had no gender-related or gender-responsive policies

- **Gender Disaggregation of Data:** Proper incorporation of gender into benefit-sharing processes requires the collection and analysis of sex-disaggregated data related to forestry employment, rights, and resources. However, there was often a lack of available data, which hampers the ability to understand and address gender dynamics.
- **Culturally-Sensitive Approaches:** Effective benefit-sharing designs must consider local cultural contexts and gender norms to tailor strategies that motivate women's participation. Strategies had been suggested to align community project goals with specific gender roles, ensuring that women are engaged based on their roles and responsibilities within the community.
- **Policy Frameworks and Guidelines:** While some policy frameworks had started incorporating gender principles, many existing laws and guidelines lacked explicit provisions for gender inclusivity in benefit-sharing arrangements. This gap could lead to unequal distribution of benefits, reinforcing existing gender inequalities.

4.2.2 Enabling Measures Contributing to ERs

In the context of this ESA, *Enabling Measures* refer to actions that, in some way, created a framework and enabling conditions to address the drivers of deforestation and degradation, but the precise extent of their contribution to emissions reduction is not known and would require further study. These measures include policy and institutional developments that took place between 2014 and 2016, such as the implementation of strategic plans in the forestry sector, as well as key legal actions that directly impacted the causes of forest loss, like the moratorium on Special Agriculture and Business Leases (SABLs). The following enabling measures undertaken during the results period were identified by PNG's Government³⁸:

Policy developments and implementation:

- Implementation of the Forestry and Climate Change Framework for Actions (2009-2015) which identifies afforestation, reduced deforestation and reforestation as means to mitigate climate change.
- Implementation of the Medium-Term Development Plan (2011-2015), Papua New Guinea Development Strategic Plan (2010- 2030) and the PNG Vision 2050 which discourage deforestation but promote reforestation/afforestation.
- Climate Compatible Development Plan for PNG by PNGFA in collaboration with CCDA.
- **Implementation of the Forestry Policy 1991 -(PAM1)-** through periodic and detailed planning that establishes limits on total allowable cuts for timber harvesting each year. The Forest Policy 1991 addresses the need for the sustainable management of forest resources and adopts an integrated approach to implementing this goal through administrative, research and project approaches.
- Mandate of the National Climate Compatible Development Management Policy (NCCDMP) 2014 which outlines the development of strategies in which a national system for information gathering, monitoring and evaluation, management and reporting, GHG inventory and monitoring, reporting and verification.
- The Protected Areas Policy (PAP) 2014 provides the framework to protect and conserve areas that exist within naturally forested areas.

Legal developments:

- **PNG moving away from Forest Clearance Authority (FCA) to the Forest Management Agreement (FMA) -(PAM2)-** which has provisions for sustainable forest management. This is in line with the country's overall forestry priority and PNG's international commitment on REDD+
- **Government's moratorium on the issuing of Special Agriculture and Business Leases (SABLs) in 2011 and subsequent suspension of SABL in 2014 - (PAM3).** SABLs were intended to promote large-scale agriculture on customary land with the consent of traditional landowners. However, many commercial logging companies obtained SABLs without developing agriculture or securing consent, leading to local protests and global criticism. Following an

³⁸ Government of Papua New Guinea, 2018. PNG [First Biennial Update Report to the UNFCCC](#)

investigation in 2014, over half of the issued SABLs were revoked for failing to follow proper land acquisition procedures. More details are provided in the box below.

Commission of Inquiry (COI) and Moratorium on Special Purpose Agricultural and Business Leases (SABLs)

SABLs were introduced in the Land Act 1996 to allow the government to lease land owned by customary landowners and communities, with their prior consent, to individuals or companies interested in carrying out agricultural projects. Between 2002 and 2011, over five million hectares of customary land and forests, approximately 12% of the country's landmass, had been leased out to private companies for large-scale agriculture.

In 2011, the National Executive Council (NEC) declared a moratorium on issuing SABLs and committed to reviewing their legality through a Commission of Inquiry (COI). The inquiry's findings, presented in 2013, revealed that of the 42 SABLs reviewed, only four had genuine landowner consent and viable agricultural plans. Over 90% of the leases were acquired through questionable or potentially unethical practices and many appeared to serve as fronts for illegal timber extraction³⁹.

In response, the Prime Minister announced in June 2014 the government's intention to cancel all illegal SABLs identified for revocation by the Commission. The COI determined that the majority of SABLs were not issued in accordance with the Land Act and were invalid. Moreover, there was evidence of a lack of consent from customary landowners and communities in the acquisition of their customary land. Through this process, numerous illegalities were uncovered, including inadequate landowner consultation, counterfeit land registration, and missing Environmental Impact Assessments. By July 2014, the Department of Lands and Planning issued a public notice demanding the surrender of 29 SABL licenses for cancellation, covering many leases flagged by the Commission.⁴⁰

The largest SABL involved Independent Timber & Stevedoring Ltd (IT&S). Initially intended as a road project covering 2,400 ha, it expanded to over 2 million ha, potentially becoming the world's largest tropical logging operation. In July 2014, three SABL licenses for 1.25 million ha of the IT&S project were among those ordered to be cancelled based on the Commission's findings⁴¹.

Although the extent to which the SABL moratorium contributed to ERs during the reporting period is not clear, it was likely to have impacted the ER results as activities (such as commercial logging under the guise of agricultural development) occurring in areas under SABLs were halted and/or reduced as of 2014.

Lastly, additional enabling measures include:

- Awareness and educational activities on climate change and REDD+ have been extensively conducted throughout the country since the establishment of Climate Change and Development Authority (CCDA) in 2010.

4.2.3 Early Actions contributing to ERs

PNG also implemented REDD+ early actions as more on-the-ground measures during the results period that contributed to emissions reductions (ERs). Similar to the enabling measures, the precise contribution of these actions to ERs remains unknown. For this ESA, early actions refer to

³⁹ Forest Trends, 2014. [Consumer Goods and Deforestation: An Analysis of the Extent and Nature of Illegality in Forest Conversion for Agriculture and Timber Plantations](#)

⁴⁰ Andrea Babon, Gae Yansom Gowae, 2013. [The Context of REDD+ in Papua New Guinea: Drivers, agents, and institutions](#).

⁴¹ Forest Trends, 2014. [Consumer Goods and Deforestation: An Analysis of the Extent and Nature of Illegality in Forest Conversion for Agriculture and Timber Plantations](#).

those focalized at forest areas and at delivering technical capacity particularly at local level, and on-the-ground testing that were carried out through the following projects:

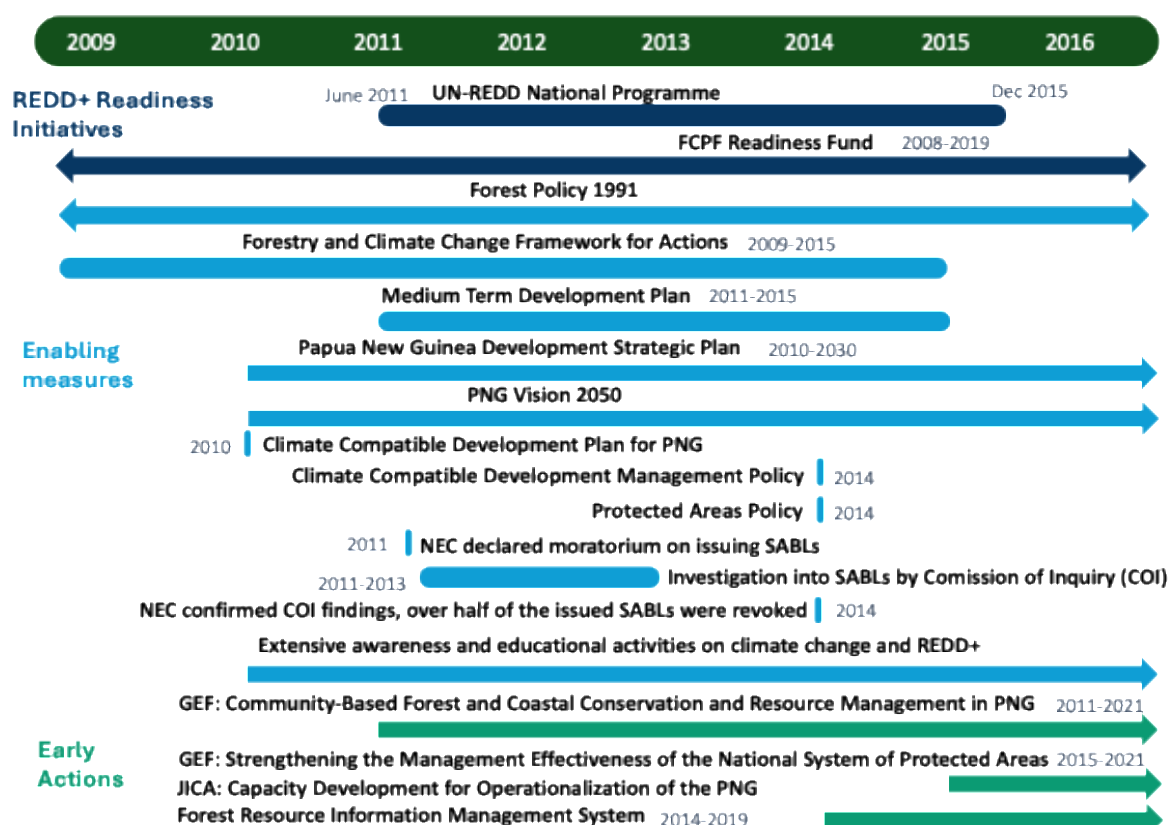
- GEF: Community-Based Forest and Coastal Conservation and Resource Management in PNG
- GEF: Strengthening the Management Effectiveness of the National System of Protected Areas (PAM4)
- JICA: Capacity Development for Operationalization of the PNG Forest Resource Information Management System

Table 9. Projects implementing REDD+ early actions in PNG contributing to ERs during the results period

Donor/Program	Project Name	Grant	Timeline
GEF	PAS: Community-Based Forest and Coastal Conservation and Resource Management in PNG	US\$ 6.9 mill.	2011-2021
GEF	R2R Strengthening the Management Effectiveness of the National System of Protected Areas	US\$ 10.9 mill.	2015-2021
JICA	Capacity Development for Operationalization of the PNG Forest Resource Information Management System	US\$ 5 mill.	2014-2019

As summary of this section, Figure 2 below illustrates PNG's PAMs - REDD+ readiness efforts, enabling measures, and early actions - that contributed to the emission reductions achieved. For the purpose of this ESA, a retroactive assessment on the extent to which key PAMs implemented over the results period were consistent with applicable environmental and social standards was conducted. Results of this are included in Section 7 and Annexes 1 and 2.

Figure 2. Overview of actions that contributed to PNG's REDD+ emissions reductions during 2014-2016⁴².



⁴² Prepared by FAO for the purpose of this ESA.

5. Stakeholder participation

PNG was and remains committed to the full and effective participation of relevant stakeholders, in particular customary landowners and communities, in alignment with the FAO ESS and Cancun Safeguards. This section explains the stakeholder engagement process of how REDD+ stakeholders were identified, informed, consulted and how they participated in the activities for which RBPs are being claimed.

Stakeholder engagement has been a crucial part since the beginning of REDD+ readiness in PNG, especially as part of the activities supported by UNREDD since 2011. Early engagement of multiple stakeholders included thorough planning sessions and dialogues. A wide range of representatives from different stakeholder groups (listed as follows) were involved in this process:

- Smallholders and subsistence farmers
- Customary landowners (that use their land collectively)
- Communities
- Public institutions, government agencies (including State and municipalities)
- Civil society organisations, academia, local cooperatives and private sector

Other elements developed during this period that strengthened the participation and the exercise of the rights of customary landowners and communities to effectively engage in REDD+ included the efforts described as follows.

5.1 FPIC Guidance for REDD+ in PNG

A key element in promoting effective participation and ensuring the respect of forest owners' rights in Papua New Guinea has been the operationalization of the principle of Free, Prior, and Informed Consent (FPIC) including the definition, testing and revision of FPIC guidelines between 2014-2016.

FPIC is integrated into PNG's legal framework. The right of customary landowners and communities to give or withhold their consent to any developments that may affect their land, or territory is part of their collective right to self-determination as stated in PNG's National Constitution and preserved by the National Goals and Directive Principles, including the right to determine what type of process of consultation and decision making is appropriate for them. Moreover, the Climate Change (Management) Act 2015 (As Amended) recognizes the rights of customary landowners and communities through an FPIC process and provides guidance on how to obtain their consent⁴³.

Considering these legal provisions, in the context of REDD+ readiness, PNG identified the need to develop guidance on how to make FPIC operational in the context of REDD+. In 2011, the OCCD developed an initial version of FPIC Guidelines. During the results period, several revised versions of FPIC Guidelines were produced as a result of extensive stakeholder consultation, field testing, and expert reviews. This process was aimed at including more details on the procedures related to applying FPIC and on the different approaches to consultation at various levels.

In 2014, the FPIC Guidelines went through a consultation process that included a National Consultation Workshop and a review process by technical experts. The guidelines were also circulated through the SES Technical Working Group (SES-TWG) and broadly socialized for feedback through OCCD's website and social media.

Moreover, four regional Safeguards and FPIC workshops were held in 2014, which had over 100 participants in attendance. Methods of gaining information from stakeholders included: interviews, awareness sessions in a community forum setting; and focus group discussions. It is worth noting that in most focus groups participants were divided by gender or age to facilitate discussions.

⁴³ Refer to sections 87-89 of the [Climate Change Management Act 2015](#)

Based on recommendations from consultations, specific sections of the FPIC guidelines were tested on the ground in 2015. Field-testing was carried out in collaboration with Wildlife Conservation Society WCS in their Village REDD+ site in Manus, and Forests for Certain (ForCer) in Tavallo Village, trialling PES in East New Britain. Because both partners had on-going activities, results from the testing helped to ensure guidelines were practicable. Details on the field work is included in the following table.

Table 10. Insights from field testing of the PNG's FPIC Guidelines for REDD+.

Tulu, Manus Province
<p>OCCD and the Wildlife Conservation Society (WCS) conducted a field test of the FPIC process through the local ward planning activity in Tulu, Manus Province. Preparatory activities included conducting a REDD+ Training of Trainers workshop and meetings to raise awareness on the FPIC process and get provincial, district administrations and relevant bodies on board with the proposed activities. Then, meetings and working sessions with community members were held to get feedback on the process to develop a Ward Plan following an FPIC approach. Stakeholders consulted included the provincial and local level governments, community leaders and the council of chiefs.</p> <p>Lessons learned from the process included the following:</p> <ul style="list-style-type: none"> • If the FPIC process is not fully understood, it may be perceived as conflicting with traditional leadership structures, particularly where final decision-making authority lies with the Council of Chiefs. • The FPIC process provided clarity on the roles and responsibilities of local actors, that would be instrumental in ensuring sustainability in the absence funding support; • There is low commitment and capacity from local village leaders, to develop ward plans • The language used in the application of FPIC should be simple and clear to ensure that technical terms are not misunderstood.
Goroka, EHP
<p>The OCCD also tested the FPIC Guidelines at the Velotige Conservation Project (VCP) in the Goroka District of the Eastern Highlands Province. The criteria for selecting this site included the existing commitment from local governments and implementing partners (evidenced by the establishment of Provincial Climate Change Committee), the institutional and technical capacity to facilitate and document consultation process, its geographic accessibility, the absence of social conflict, and previous awareness raising activities related to forest conservation and climate change.</p> <p>The methodology applied considered a preparation phase which included planning meetings with local authorities and representatives of customary landowners and communities and a REDD+/FPIC training workshop targeted at forest leaders and community project proponents. Then, leaders carried out consultations at community level to test the level of practicality and relevance of the methodology proposed by the FCPIC guidelines.</p> <p>Stakeholders consulted included the local and provincial administration, the Conservation Partners of PNG, and the customary landowners and communities of the VCP. Most of the consultations and presentations were delivered in Tok Pisin. OCCD's collective observations were noted as:</p> <ul style="list-style-type: none"> • VCP was initiated through a conservation deed (legally binding agreement) between landowners and CEPA, which may not have followed the more specific and participatory consultation processes required by REDD+ FPIC. • The Conservation Partners of PNG had low understanding on FPIC. • Language barriers presented a challenge, as there was some uncertainty about how accurately the translator conveyed information about the REDD+ initiative and the FPIC process to the local community. • The local community had a good understanding of their rights in relation to their customary land, and they were used to reach agreements with regards to the conservation project through consultations within family units.

- Women were not very vocal during local community meetings, likely reflecting the strongly patriarchal "big-man" culture prevalent in most parts of PNG. Additionally, there was a lack of gender representation within the project management committee.

As a result of fieldwork, the national guidelines were revised. A new version was produced in 2016 which will subsequently be used to design the consultation, participation, and where required, consent process for the development and implementation of the National REDD+ Strategy. The guidelines continued to be updated in the following years, culminating in the National REDD+ FPIC Guidelines published in 2021⁴⁴.

5.2 Engaging stakeholders in REDD+ readiness efforts

Early stakeholder engagement in the context of REDD+ was inspired by pioneer projects like the April-Salumei project in East Sepik Province which played a crucial role in shaping the initial development of REDD+ programs and initiatives in PNG. Since 2008, these efforts emphasized participatory, community-led approaches.

The April Salumei project, supported and validated by the OCCD, served as a valuable platform for gathering extensive input and feedback on the activities through targeted stakeholder consultations. Through the project, over 20 provincial, national, and international organizations engaged in discussions related to the development of the REDD+ and subsequent PLRs via workshops that gathered over 150 people per meeting.⁴⁵ These consultations helped shape procedures for stakeholder engagement and FPIC, which have since been applied to most climate change projects, including those within the context of REDD+.

Stakeholder engagement at different levels was supported by UNREDD and the FCPF initiatives extensively. A number of awareness raising and consultations workshops on REDD+-related issues were held during the results period thus, building capacity of key national and provincial stakeholders. Table 11 provides an overview of stakeholder engagement activities.

UN-REDD also facilitated frequent participatory and knowledge-sharing sessions, including expert meetings, training sessions, and workshops on REDD+ and key topics such as benefit sharing, FPIC, national forest inventory, and forest monitoring systems. Furthermore, the CCDA REDD+ Division received training and support to enhance their capacity in tasks such as preparing and documenting workshops and Technical Working Group (TWG) meetings. They were also supported in conducting REDD+ awareness trainings, as well as FPIC and safeguard validation missions.

Additionally, as part of REDD+ readiness efforts supported by the FCPF, an in-depth assessment was conducted on participatory approaches in preliminary REDD+ activities. This assessment was instrumental in identifying consultation challenges, key stakeholders, and recommendations for ensuring gender-responsive and inclusive participation, shaping the development of REDD+ strategies and policies. A key outcome of the study was the identification of a broad range of stakeholders recommended for involvement at various stages of REDD+, from strategy formulation to policy implementation. The study also highlighted gender inclusion efforts, particularly the engagement of women and other vulnerable groups (e.g., youth). It found that actors leading local consultations were generally aware of gender considerations and sought to apply gender-sensitive approaches, often informed by cultural contexts. However, these efforts were rarely documented, with limited sex-disaggregated data, activity records, and clear guidelines for integrating gender considerations into stakeholder consultations.

⁴⁴ Government of PNG, 2021. [National REDD+ FPIC Guidelines](#)

⁴⁵ Andrea Babon, Gae Yansom Gowae, 2013. [The Context of REDD+ in Papua New Guinea: Drivers, agents, and institutions](#).

Also supported through the UNREDD Programme, in 2015 the Office of Climate Change and Development (OCCD), prepared initial guidance for a REDD+ Benefit Sharing and Distribution System (BSDS). The BSDS guidelines were the result of an extensive participatory process which engaged multiple stakeholders at different levels. This included two country missions, interviews with 35 stakeholders, site visits to rural villages and provincial governments, two workshops, and analysis of international examples, UNFCCC decisions, policies and legal frameworks, as well as a governance capacity assessment to evaluate the feasibility of implementing a BSDS in PNG.

Table 11. Stakeholder participation during the result period. ⁴⁶

Year	Consultation workshops held	Number of people trained on REDD+ and climate change	Civil society organizations engaged
2014	<ul style="list-style-type: none"> 1 National Consultation Workshop on FPIC Guidelines 4 Regional REDD+ workshops to review safeguards PCIs 	Over 122	
2015	<ul style="list-style-type: none"> 1 Inception Workshop 2 Training sessions 1 REDD+ TWG meeting 	55 (35 men/20 women)	15
2016	<ul style="list-style-type: none"> 22 National Consultation Workshops 2 REDD+ Experts Training 10 Issues and Options Consultation Workshops 2 Palm Oil Consultation Workshops 4 Safeguards / SIS Consultation Workshops 2 Gender Consultation Workshops 2 TWG meetings 	120 (80 men /40 women)	15

Source: FAO and CCDA base don PNG's first Summary on Information on Cancun Safeguards (2020).

Of particular relevance to this ESA is the multi-stakeholder Technical Working Committee on Social and Environmental Safeguards (SES-TWC) confirmed in 2016 as the primary platform for engaging stakeholders in PNG's country approach to safeguards. The SES-TWC guides safeguards application and the development of the Safeguards Information System. It builds on the model of the SES-Technical Working Group established in 2013.

The SES TWC is co-chaired by the Department of National Planning and Monitoring (DNPM) and CCDA. Its members comprise representatives from government agencies, academic institutions, civil society organizations and private sector. As key outcome, the SES TWC has been instrumental in defining and operationalizing an 'engagement framework' at the national and provincial levels.

Annex 3 presents a comprehensive list of a series of stakeholders' engagement reports, at the national and subnational level, and which have largely informed this report. It is worth noting, however, that challenges to consistently document these efforts persist and so many sources to references used in preparing this report may not have been available at the moment of writing. Systemic impact tracking and strengthening of institutional databases and monitoring systems will be further assessed and supported as part of the inception phase for this RBP.

5.3 Stakeholder participation in the context of enabling measures

⁴⁶ Self-elaboration based on Climate Change and Development Authority, 2020. [Summary of Information](#).

Given the nature and level of Enabling Measures, referring to national policy or institutional developments, they aimed precisely to create a framework and enabling conditions to address the drivers of deforestation and degradation, including mandates to define, for example, how stakeholders should be engaged (as PAM1- Forest Policy 1991 or PAM2- the transition from Forest Clearance Authority (FCA) to Forest Management Agreement (FMA)), or halted processes where there were evidence of a lack of consent from customary landowners and communities in the acquisition of their customary land or inadequate landowner consultations (as PAM3 -Moratorium and suspension of SABLs).

In that sense, the enabling PAMs assessed had provisions on how stakeholders were engaged. For example, the Forest Policy 1991 includes provisions which outline the process of providing inputs and receiving them (Section 88(c)(vi) & (vii)). Regarding PAM2, the Forest Management Agreement (FMA) emphasizes the right of customary landowners and communities to make decisions regarding their resources and ensures they are protected as beneficiaries (Sections 56-58 of the Forestry Act 1991). PAM3 on the Moratorium and Suspension of SABLs was a measure taken to address violations of right of customary landowners and communities including inadequate consultation. PAM4 built on existing participatory processes and strong stakeholder partnerships, involved well-known local organizations within communities, and incorporated gender aspects from its design. More details on specific provisions regarding stakeholder participation and the inclusion of marginalized groups (e.g., women) are presented in the table below.

	Stakeholder participation	Inclusion of women and marginalized groups
PAM1 - Implementation of the Forest Policy 1991	<p>It is mandatory for customary resource owners and local communities to be present on decision making bodies concerning the use of forest resources (Part VI, section 3 (a)(b) of the Forest Policy 1991) and representation of customary landowners and communities is seen in the National Forest Board, the Provincial Forest Management Committees (PFMCs).</p> <p>The FP establishes that PFMC shall assist in the early identification and resolution of landowner disputes (Part VI, section 4 (vii)).</p> <p>The FP promotes and encourages meaningful participation and involvement of resource owners in the forest industry (Part III, Section 2 (a)).</p>	<p>The FP establishes that equal opportunities in training and employment in forestry will be given to both men and women (Part V (b)).</p>
PAM2 - Transition from Forest Clearance Authority (FCA) to Forest Management Agreement (FMA)	<p>The FMA requires written consent from customary landowners and communities prior to the commencement of any forestry activities (Section 57 (2)(b), FA 1991). It also specifies that no acquisition shall affect the customary rights of ownership of the land (Section 56 (3), FA 1991). Also, FMAs must specify both monetary and non-monetary benefits to be received by the customary landowners and communities (section 58 (b), FA 1991).</p> <p>The FMA shall include a certificate from the Provincial Forest Management Committee</p>	<p>When customary landowners and communities willing to sign an FMA are unregistered, the representative of the group of landowners must act in consistency with the customs of the group they represent (Section 57 (2)(a), FA 1991), promoting their views and needs are truly represented.</p> <p>Also written consent must be obtained from 75% percent of</p>

	(section 58 (f), FA 1991), which are multi-stakeholder groups that, besides forest officers, include representatives of customary landowners and communities and NGOs concerned with environmental and social issues nominated by the National Alliance of NGOs (section 22, FA 1991).	adult members residents on the land (section 57 (2)(b), FA 1991). This is not discriminatory of gender or legal status.
PAM3 - Moratorium and suspension of SABLs	This PAM was implemented as a response to local protests and unconformities. It was a measure taken to address numerous violations of laws meant to protect customary people's land rights including inadequate landowner consultation.	
PAM4 - Strengthening Management of National System of Protected Areas	The Project built on existing mechanisms to bring stakeholders together in protected areas. Stakeholders were well-known and included since the design phase. As key measure, the project had well-established local NGOs acting as implementing partners who led participatory activities (consultations, workshops, trainings.) to ensure that the perspectives of those affected by project decisions, and those who could contribute information or other resources, were taken into account. The project resulted in strengthened relationships between national authorities and local NGOs and provincial governments.	The project integrated gender into its project design, promoting gender equality as part of capacity-building initiatives and by informing the development of gender-responsive instruments (such as legal frameworks, policies, and management tools). This effort contributed to more women taking on leadership roles in local conservation organizations involved in the project and becoming more actively engaged in management activities in protected areas.

Customary landowners and communities as the main exponents of marginalized groups, were a central focus of the enabling policies. For example, at the national level, the specific National Women and Gender Equality Policy 2011-2015, in effect during the results period, was aimed at addressing gender inequality issues that were applicable within specific policies analysed. It highlighted issues affecting women due to increasing unsustainable activities, including logging. This Gender Policy provided an umbrella framework and direction, guiding gender mainstreaming in national strategies and programmes, as well as informing the development of gender-inclusive laws, policies and procedures. As a key implementation strategy, it included mainstreaming gender in the design and implementation of sound environmental and sustainable resource management actions, such as reforestation and eco-forestry.

6. Grievance and Redress Mechanisms

During the design and implementation phases of a project, individuals or groups may be adversely affected, either directly or indirectly, by project activities. Grievances may arise related to social issues, such as land ownership disputes, the use or distribution of benefits and entitlements, service disruptions, temporary or permanent loss of livelihoods, or other social and cultural concerns. Environmental grievances, such as those related to pollution or pesticide use, may also occur. In such cases, it is essential to have a mechanism in place that allows affected parties to resolve issues in a manner that is fair, transparent, timely, cost-effective, and impartial. During the REDD+ results period, in PNG, grievance mechanisms were available at different levels: national, sub-national, and project level.

6.1 Mechanisms at National level

At the national level, various ministries, secretariats, and other governmental bodies have legal divisions or ombudsman offices that are mandated with receiving complaints and serving as channels of communication between society and governance institutions. In the forestry sector there is a legal division which handles all complaints brought against the PNGFA that normally require resolution within the higher courts of PNG.

As part of higher-level oversight, complaints against public institutions or statutory authorities, such as the PNGFA, particularly those involving allegations of corruption, are referred to the PNG Ombudsman Commission. This entity, established under the Constitution⁴⁷ and the Organic Law on the Ombudsman Commission, is mandated to address such issues as part of its roles and functions. The fraud and corruption units of the Royal PNG Constabulary (Police Force) and the legal offices of the Public Prosecutor and Public Solicitor in PNG also address these issues. Over the years, these institutions have investigated and resolved various cases of fraud and corruption within the forestry sector, leading to significant reforms in this sector⁴⁸. However, the Ombudsman Commission (OC) does not have specific divisions dedicated to handling project-related grievances in the forestry sector, except for cases linked to high-level institutional corruption.

In 2015, the Government of PNG through the Climate Change Development Authority (CCDA), enacted the Climate Change Management Act, which establishes a 'Dispute Resolution Mechanism'⁴⁹ to address all forms of disputes arising from climate change related projects or activities in the country. This was the legal basis for the establishment of the National REDD+ Grievance and Redress Mechanism (GRM) Guidelines in 2023.

6.2 Mechanisms at Sub-national level

Sub-national ombudsman entities within various governance institutions may address specific project-related grievances, but their involvement depends on meeting eligibility criteria and the specific nature of the complaints. Under the GRM framework, these entities are categorized as 'external GRM entities' and are engaged as a last resort, alongside traditional legal institutions and constitutional offices in PNG. These entities often operate in parallel to the GRM framework and can take over unresolved grievances if they cannot be addressed through the REDD+ GRM, which was specifically developed to handle grievances arising in the context of REDD+ activities.

The design of the REDD+ GRM followed the model of network of focal points established within relevant sectors, ministries, and provincial-level entities. These focal points serve as the initial contact for all complaints and ensure effective coordination and registration of grievances, as a way to resolve issues promptly and efficiently, minimizing the need for referrals to traditional legal institutions.

Another system from which the REDD GRM originates, is the mechanism of Village Court which is a dispute resolution mechanism at the local level. Village Courts are formal courts within the

⁴⁷ Sections 217-220 of the [Constitution of the Independent State of Papua New Guinea](#)

⁴⁸ [Barnett Inquiry](#), 1989 Final Reports Vol.1 and Vol.2

⁴⁹ Section 105 of the [Climate Change Management Act 2015](#)

judicial system mandated by the Village Courts Act 1989 and Village Court Regulations 1973. There are 14,496 Village Courts in PNG⁵⁰ - with more than 15,000 officials, 900 of which are women- that cover approximately 90% of the country and implement customary mediation and conflict resolution methods.

Additional procedures for mediation and alternative dispute resolution are outlined in the National Court (Amended) Act 2008⁵¹. This Act grants the higher National Court the authority to order or direct that part of a proceeding be resolved through mediation, either with or without the consent of the parties involved. Land mediation is specifically addressed under the Land Dispute Settlement Act, which provides mechanisms for resolving disputes related to customary land. The resolution of village court and customary land disputes is a delegated function of Provincial Governments.

6.3 Mechanisms at project level

In PNG, smaller-scale level grievances are usually addressed as part of the establishment of Forestry Management Agreements (FMAs)⁵² and with the assistance of the provincial forestry officers in charge. An FMA is a legal figure that requires written consent from customary landowners and communities and project beneficiaries prior to the commencement of any forestry activities. During this time, all conflicts over land ownership, benefit sharing distribution and other issues that give rise to grievances, are discussed and often resolved. To address these types of grievances, various internal forestry guidelines, codes, and procedures are in place.

If a project-related grievance cannot be resolved through these means and at this level, it is escalated to the relevant division within the PNGFA head office. From there, the issue is referred to the Office of the Managing Director for further guidance on how to proceed. If necessary, and only after all other forms of dispute resolution have been exhausted, the matter may be escalated to the PNGFA Board or the Minister for final resolution.

In addition to PNG's formally established GRMs, at project level, complainants also had the option to access operating mechanisms of accredited entities implementing projects in PNG such as UNDP, lead agency under the FPCF. UNDP's Accountability Mechanism is operated through the Social and Environmental Compliance Unit (SECU) and with both compliance and grievance functions. SECU investigates allegations that UNDP's Standards, screening procedure or other UNDP social and environmental commitments are not being implemented adequately, and that may harm people or the environment. The SECU is housed at the Office of Audit and Investigations and managed by a Lead Compliance Officer. A compliance review is available to any community or individual with concerns about the impacts of a UNDP program or project. SECU is mandated to independently and impartially investigate valid requests from locally impacted people, and to report its findings and recommendations publicly.

⁵⁰ Government of PNG, [Law and Justice Sector Information and News](#) online-portal

⁵¹ See section 7B and 7C of the [National Court \(Amended\) Act 2008](#)

⁵² Section 57 of the [Forestry Act 1991](#)

7. Retroactive assessment on the extent to which PNG's PAMs over the results period were consistent with applicable ESS

As discussed in previous sections, by 2016, Papua New Guinea (PNG) had made significant progress in its REDD+ readiness, establishing solid foundations that were later reflected in its National REDD+ Strategy and its approach to accessing results-based financing. The country's REDD+ actions were built on a wide range of technical and institutional assessments, stakeholder consultations, and policy dialogues, which included the consolidation of multi-stakeholder and multi-sectoral platforms. Additionally, PNG's REDD+ efforts were closely aligned with the country's existing policy, legal, and regulatory frameworks governing land, forests, resources, and climate change.

PNG has implemented a diverse set of policies and measures, from policy, legal and regulatory developments, focused on the conservation, restoration, and sustainable management of forest resources, while also promoting sustainable livelihoods. However, during the results period, PNG's National REDD+ Strategy had not yet been implemented. As a result, any emission reductions achieved in the country cannot be directly attributed to specific Policies and Measures (PAMs). This section examines the key PAMs from Section 4.2 as part of the due diligence assessment report.

This section also provides an overview of the environmental and social due diligence assessment, evaluating the extent to which relevant PAMs implemented in PNG during the REDD+ readiness and results periods (2014–2016) align with applicable environmental and social standards. The relevant PAMs include policies, laws, regulations, and early actions undertaken in PNG during these periods in a way that demonstrate consistency with the country's Integrated Environmental and Social Safeguard (ESS) framework. They also offer a combination of actions that promote both forest management and conservation.

The four assessed PAMs are listed below.

- **PAM 1: Implementation of the Forest Policy 1991** through periodic and detailed planning that establishes limits on total allowable cuts for timber harvesting each year. The Forest Policy 1991 addresses the need for the sustainable management of forest resources and adopts an integrated approach to implementing this goal through administrative, research and project approaches.
- **PAM 2: PNG moving away from Forest Clearance Authority (FCA) to the Forest Management Agreement (FMA)** which has provisions for sustainable forest management. This is in line with the country's overall forestry priority and PNG's international commitment on REDD+.
- **PAM 3: Government's moratorium on the issuing of Special Agriculture and Business Leases (SABLs) in 2011 and subsequent suspension of SABL in 2014.** SABLs were intended to promote large-scale agriculture on customary land with the consent of traditional landowners. However, many commercial logging companies obtained SABLs without developing agriculture or securing consent, leading to protests. Following an investigation in 2014, over half of the issued SABLs were revoked for failing to follow proper land acquisition procedures.
- **PAM 4: Strengthening the Management Effectiveness of the National System of Protected Areas (GEF Project).** This project was targeted at strengthening national and local capacities to effectively manage the national system of protected areas, and address threats to biodiversity and ecosystem functions in these areas. Particularly, it promoted 'bottom up' conservation initiatives that were established by community landowners and conservation partners in key biodiversity areas throughout the country, and a cooperative approach between state and customary landowners and communities to manage protected area sites.

These four PAMs were selected based on their policy significance to illustrate the extent to which actions consistent with REDD+ were also consistent with the integrated ESS framework, rather than intended to demonstrate any sort of linkage or attribution in relation to the emissions reductions achieved over the results period. Key characteristics that informed the selection of these PAMs include:

- Their focus on changing the approach to forest management.

For example, **PAM1- Forest Policy 1991**, came up as a renewed policy to address the shortcoming of the previous forest policy. Informed by a forest-industry inquiry and a technical review, this policy proposed new management practices to boost the sustainability and productivity of the forestry sector, bringing about improvements in forest governance and consultation in forestry matters to enhance stakeholder participation. The Forest Policy has been amended several times reflecting the needs/evolution of PNG's forestry sector. **PAM4 – the project for Strengthening the Management Effectiveness of the National System of Protected Areas**, integrated gender into its project design, promoting gender equality as part of capacity-building initiatives and by informing the development of gender-responsive instruments (such as legal frameworks, policies, and management tools). This effort contributed to more women taking on leadership roles in local conservation organizations involved in the project and becoming more actively engaged in management activities in protected areas.

- Their emphasis on respecting and strengthening the role of customary forest owners in decision-making.

For example, **PAM2 – Transition from Forest Clearing Authorities (FCAs) to Forest Management Agreement (FMA)**. Unlike FCAs - lease models linked to large-scale unsustainable logging, the FMA process promotes sustainable forest management, and it emphasizes the right of customary landowners and communities to make decisions regarding their resources and ensures they are protected as beneficiaries. The FMA requires written consent from customary landowners and communities, outlines their benefits (both monetary and non-monetary), and facilitates an open and competitive bidding process. Similarly, **PAM3- Moratorium on SABLs** was implemented as a response to local protests and unconformities. PAM3 was informed by a Commission of Inquiry which uncovered numerous violations of laws meant to protect customary land rights including inadequate landowner consultation.

- Their targeting of key threats to forests and communities.

For example, **PAM3 -Moratorium on SABLs** addressed the clearance of forest land for shifting agriculture and commercial agricultural development at large scale. PAM3 also stopped customary land access restrictions that came with many SABLs. **PAM4 – the project for Strengthening the Management Effectiveness of the National System of Protected Areas** focused on building capacity to effectively manage protected areas. Increased institutional and technical capacities particularly at local level contributed to address threats to biodiversity and ecosystem functions in these areas which include forest conversion from logging, mining, expanding industrial and subsistence agriculture.

The results of the retroactive assessments of the selected PAMs are included as annexes of this ESA. First, Annex 1 includes the results for the retroactive environmental and social screening checklist done to the PAMs. Then Annex 2, includes the retroactive assessment of the PAMs along with the correspondence of the policy, legal, and regulatory framework with PNG's Integrated ESS Framework. It is acknowledged that there is limited information on the results and social and environmental impacts derived from the implementation of most of the PAMs, particularly at the ground level. This limitation is mainly due to the insufficient documentation and the lack of effective information and evaluation systems in place at the time, including mechanisms for managing complaints and feedback. For PAM4, more information is available, including safeguards documentation and a final project evaluation, which were considered for this assessment.

8. Conclusions and Recommendations

This Environmental and Social Assessment (ESA) retroactively reviews the policies and measures (PAMs)—including policies, laws, regulations, and early actions—relevant to REDD+ that were implemented in Papua New Guinea (PNG) between 2014 and 2016, demonstrating their consistency with the Integrated Environmental and Social Safeguard (ESS) Framework.

Based on the analysis conducted in this ESA, it can be concluded that during the ER Results Period (2014-2016), PNG had a robust legal and institutional framework that provided a coherent governance environment. This framework clearly defined environmental and development objectives aimed at promoting forest protection, sustainable natural resource use, and the safeguarding of sustainable livelihoods. The existing policy and legal framework, together with enabling and early actions, allowed PNG to protect rights to prevent potential negative impacts on people and the environment resulting from the implementation of PAMs and activities around REDD+. Notably, PNG's legal and governance framework also upholds the rights of customary landowners and communities over land and forest resources, supported by dedicated land tenure legislation.

The assessment reveals that the PAMs that enabled the emission reductions for which PNG is requesting REDD+ results-based payments stemmed from the effective implementation of this legal and policy framework. The PAMs were carried out within a solid national forest policy framework that protected the rights of customary landowners and communities, promoted stakeholder participation, and adhered to the Cancun Safeguards and the FAO's Forest Environmental and Social Management (FESM) standards, as an accredited entity.

The AE did not identify any potential policy-related indirect risks from the implementation of the PLRs analysed, to the extent that the available information allowed an assessment to be made. The AE's analysis for example concluded that forest policy aims to avoid land tenure conflicts, promote equitable benefit sharing and avoid livelihood displacement. Thus, the Constitution and land and forestry legislation guarantee clear land tenure rights to customary landowners and communities and recognizes the extent of these rights in relation to forest resources. (Under section 58 of the Forestry Act in relation to Forest Management Agreements and the 34-step process for establishing this) They also provide the basis for just compensation to be awarded in the event of development and acquisition of land/ resources from customary landowners and communities (Under section 53 of the Constitution.), which is applicable to both statutory and customary ownership and use rights.

Regarding benefit sharing and livelihood displacement, the PLRs provide for legally recognized traditional structures used by customary landowners and communities to engage with corporations, government, and other stakeholders in activities concerning the utilization/ development of their land or natural resources (The Forestry Act 1991 and Forestry Regulations, 1998.) The Constitution refers to Equality and Participation (National Goals and Directive Principle 2) and reflects the intentions of the UN Declaration on the Rights of Indigenous People (UNDRIP)⁷⁸ especially concerning the access to land use of customary land and resources for development purposes. It provides for various guaranteed rights and freedoms (Sections 32-56) which are core to ensuring compliance with the right to FPIC, also embodied within relevant Acts of Parliament and specific national policies. However, it is acknowledged that the lack of documentation, detailed information and efficient systems to capture and manage complaints and grievances that arose in the area in the context of REDD+ during the results period made it difficult to deepen this analysis.

For activities directly involving communities and customary landowners and communities, e.g, through PAM4 in protected areas, potential risks identified included social conflict at the community level in conflict-prone areas (e.g, Varirata-Sogeri Complex regarding PAM4) and gender-based conflict regarding the roles of men and women in natural resource management. However, the risk of social conflict did not materialize, as PAM4 did not progress with planned activities on the ground in that area and instead focused on analyzing historical social and land-use dynamics. Gender-related risks were addressed by adopting a gender-responsive approach during project design and implementation.

However, the ESA also identifies key opportunities, including the need to further strengthening the participation of women and other vulnerable groups in REDD+ actions and the potential to improve the living conditions of underprivileged communities through REDD+. This could be done by building capacity, adapting processes and mechanisms to better meet stakeholder needs, and enhancing economic opportunities and sustainable livelihoods. Furthermore, the ESA recognizes that while governance mechanisms in PNG support multi-sectoral coordination, continued efforts are necessary to strengthen coordination and align sectoral instruments. This alignment is crucial to achieving sustained emission reductions and supporting transformational change in PNG. These issues are being addressed in the FP and the use of proceeds and will be further examined in the related safeguard documents.

ESS6 is geared at ensuring that the design and implementation of FAO programs and projects do not create or exacerbate existing gender inequalities, discrimination and GBV, in alignment with international frameworks on gender equality and women and girls' empowerment and Sexual Exploitation, Abuse and Harassment (SEAH). However, given the high-level nature of PNG's REDD+ strategy at the time when the results were achieved, no specific SEAH/GBV risks had not been considered (nor triggered) throughout PNG's REDD+ readiness efforts. Accordingly, this is an area of opportunity to be further examined in the revised GAP, including considering the results of stakeholders' consultations undertaken in preparation of this RBP, consistent with all applicable safeguards and the full scope of the ESMF.

As examined throughout this report, PNG has undertaken a series of stakeholder engagement and consultations in the context of its REDD+ readiness phases, including the engagement of women and other vulnerable groups (e.g., youth) (section 5 and Annex 3). However, these efforts were rarely documented, with limited sex-disaggregated data, activity records, or clear guidelines for integrating gender considerations into stakeholder consultations. Moreover, the AE noted that capacity building for gender sensitive data collection occurred, but systemic impact tracking was not yet established and consider this is an area of opportunity to be further strengthened in the revised GAP.

Additionally, the ESA underscores that since the initiation of REDD+ efforts, several exercises have been conducted to ensure compliance with social and environmental safeguards, identifying the associated risks and benefits of REDD+ actions. Another important aspect of the REDD+ readiness actions during the Results Period is the extensive multi-stakeholder participatory process carried out in PNG. This process involved identifying key stakeholders and creating numerous opportunities for consultation and technical discussions on REDD+ issues. At the national level, these engagements facilitated high-level discussions, relationship-building, and collaboration among decision-makers and sector leaders. These efforts also informed the development of PNG's REDD+ National Guidance on FPIC. At the sub-national and local levels, participatory mechanisms helped raise awareness of REDD+ and gathered valuable input from those directly linked to forests and, consequently, most impacted or benefited by REDD+ implementation. As noted, this ESA identifies the need for continued capacity-building and efforts to ensure both vertical and lateral engagement. Specific attention is required to effectively engage the most vulnerable groups, particularly women. Also, accessible grievance and accountability mechanisms at the national, sub-national and project levels to affected parties, were identified by this ESA.

Regarding FPIC for enabling measures and early actions., the Accredited Entity concluded that National laws and policies are governed by the principles of FPIC included in the National Constitution of PNG, which establishes that the rights of people must be respected through an informed consultation process before any development can take place. Relevant provisions in the Constitution include the National Goals and Directive Principles; sections 32-56 (Basic Rights and Basic Social Obligations, Qualified Rights, and Special Rights of Citizens) and Sections 57-58, which provide for the enforcement of these rights.

What is incorporated in the Constitution impacts the entire policy and legal framework that aim to operationalize these principles. This is particularly relevant for the PAM1 Forest Policy and PAM2 Forest Management Agreement, both policy and legal instruments. Measures such as PAM3 -

Moratorium of SABLs, are government actions responding to the failure to apply the FPIC principles contained in the Constitution. Additionally, the country has developed, in a participatory manner, guidelines for implementing FPIC in activities involving community landowners. The guidelines aim to provide the procedures for FPIC application at both the national and project levels and ensure that all target groups involved in actions, measures, and projects related to the National REDD+ Strategy are well-informed about FPIC application. Therefore, FPIC guidelines will be applied within the context of the RBP Project.

Regarding the GRM, despite the existence of legal divisions and ombudsman offices within various ministries, secretariats, and government agencies—responsible for receiving complaints and facilitating communication between society and governance institutions—and the presence of a legal division in the forestry sector that handles complaints against the PNGFA, which often require resolution in PNG’s higher courts, the AE found limited recorded or systematized information on key issues raised by stakeholders.

The most concrete example of stakeholder concerns and the government's response is summarized in Section 4.2.2, titled “Commission of Inquiry (COI) and Moratorium on Special Purpose Agricultural and Business Leases (SABLs).” This case highlights irregularities in the issuance of SABLs, including questionable or unethical practices, such as the lack of consent from customary landowners and communities for the acquisition of their land. These leases were allegedly used as a cover for illegal timber extraction.

To address these gaps, the AE will prioritize fully operationalizing the Grievance Redress Mechanism (GRM) and ensuring effective stakeholder engagement on its procedures and communication channels during the project’s inception phase.

All the inputs integrated into this ESA, along with recommendations from PNG’s first Summary of Information on Safeguards submitted to the UNFCCC, contribute to the development of the Environmental and Social Management Framework (ESMF) of the proposed REDD+ RBP Project.

Annex 1. Retroactive Environmental and Social Screening checklist

Table 12. Results for the retroactive environmental and social screening checklist

Question ID	FAO's Framework for Environmental and Social Management ESS and Guiding Qs as per Screening Checklist	Yes, No, TBD
ESOP 2	<i>Stakeholder Engagement</i>	
ESOP 2.1	Is it likely that the project will cause or increase tensions between community members, for example between beneficiaries and non-beneficiaries?	No
ESOP 2.2	Will the project collect and process beneficiaries' personal data?	No
ESS 1	<i>Biodiversity conservation, and sustainable management of natural resources Could the project positively or negatively affect biodiversity or habitats (water or land), through activities or policy?</i>	
ESS 1.1	Could the project lead to land use change, fragmentation, conversion, or degradation of habitats (water and/or land)?	No
ESS 1.2	Could the project include activities in marine or terrestrial areas that are or may become legally protected?	Yes. This risk particularly applies to PAM4 on Strengthening the Management Effectiveness of the National System of Protected Areas, as the activities were aimed at improving the management of legally protected areas. The project focused on building technical and institutional capacities and developing management instruments. The severity level of this risk is low. This is consistent with the final social and environmental safeguards assessment conducted for this project (PAM4).
ESS 1.3	Could the project include any activity on the ground related to agroforestry, forest plantation, harvesting, or management of forest resources (native or planted) for timber and non-timber forest products uses (e.g. seeds collection, spices, honey, mushrooms, bush meat)?	Yes.. All the assessed PAMs had implications for forest areas. Specifically, PAM 1, concerning the implementation of the Forest Policy 1991, promoted the management and use of forest resources during the results period. The policy establishes provisions to guide activities in forest areas, including aspects of management, industry, research, training and education, organization, and administration. It also promotes a sustainable management approach that integrates multiple disciplines. The severity level of this risk is low.
ESS 1.4	Could the project implement aquaculture activities?	No
ESS 1.5	Could the project provide or lead to the use of non-native species, varieties or breeds (terrestrial or aquatic)? Or Is there a risk that (agro) biodiversity might be lost because of monoculture?	No
ESS 1.6	Could the project lead to the introduction of genetically modified organisms (GMOs)?	No
ESS 1.7	Could the project affect animal welfare e.g. include transport or slaughter of animals?	No
ESS 1.8	Could the project use genetic resources for research or (commercial) development - including from Indigenous Peoples or local communities, and/or associated traditional knowledge - for which prior informed consent/mutually agreed terms are required?	No

ESS 1.9	Could (processed) natural resource commodities be procured in the context of the project? E.g. primary/retail suppliers buying harvested wood, gravel or sand?	No
ESS 2	<i>Resource efficiency and pollution prevention and management</i> <i>Could the project positively or negatively affect soil and water resources, or water-related ecosystems, through activities or policy (e.g. through pollutants, pesticides, fertilizers, hazardous materials or waste)?</i>	
ESS 2.1	Could the project lead to significant consumption/extraction of raw materials, surface or ground water and/or energy (e.g. water extraction is above sustainable levels or recharge capacities)?	No
ESS 2.2	Could the project implement irrigation activities (including rehabilitation of irrigation schemes) and/or restrict or alter riverine systems (e.g. dams, reservoirs, river basin development, water diversion)?	No
ESS 2.3	Could the project implement activities on, or potentially lead to, degraded, depleted or polluted soil?	No
ESS 2.4	Could the project directly or indirectly lead to the use and/or management of pesticides?* This also includes activities related to management or disposal of waste pesticides, obsolete pesticides or pesticide contaminated waste materials.	No
ESS 2.5	Could the project lead to the use and/or management of fertilizers?	No
ESS 2.6	Could the project activities lead to the one-time or continuing increase in the release of pollutants (e.g. nitrates from fertilizers, methane from livestock)?	No
ESS 2.7	Could the project involve the use of hazardous substances and materials AND/OR lead to significant generation and handling of wastes (e.g. plastic, construction and demolition-related waste, wastewater, pesticide-related waste, veterinary waste or animal residue)?	No
ESS 3	<i>Climate change and disaster risk reduction</i> <i>Could the project positively or negatively affect people's vulnerability to climate change?</i>	
ESS 3.1	Could the project activities negatively affect communities not targeted by the project that rely on the same natural resources? E.g. a community that depends on the same river downstream.	No
ESS 3.2	Could beneficiaries develop dependencies on climate-adaptation resources or services promoted by the project that may be hard to maintain after project completion (due to factors such as cost, expertise, etc.)?	No
ESS 4	<i>Decent work</i> <i>Could the project positively or negatively affect working conditions, generate employment or provide work-related training or technical support?</i>	
ESS 4.1	Could the project lead to work-related training, cash for work, or will the project employ people? Note that this question should be triggered by projects that involve construction activities.	No

ESS 4.2	Could the project use, or operate in, a value chain where there have been reports of forced labour? Or will it work in areas with increased risk of forced labour e.g. crisis, fragile and conflict-affected area or a host community for internal migration or refugees?	No
ESS 4.3	Could the project operate in a context or agricultural value chains (including fisheries) where there have been recent documented reports of child labour?	No
ESS 4.4	Could the project: (a) operate in a sector, area or value chain where workers are typically exposed to Occupational Safety and Health (OSH) risks, and/or (b) implement activities, promote or use technologies or practices that pose OSH risks to workers such as farmers, fisherfolk, laboratory staff, animal health professionals, other workers or rural populations?	No
ESS 5	Community health, safety and security <i>Could the project positively or negatively affect health, safety and livelihoods of communities (including women, men, youth, as well as marginalized, disadvantaged and vulnerable groups)?</i>	
ESS 5.1	Could the project expose communities to health risks such as: pollution and the contamination of land, resources or food; biological hazards, including trans-boundary animal diseases; incidents of soil-borne, water-borne, vector-borne diseases, zoonotic diseases, food-borne diseases; the availability of drinking water; injuries; and detrimental effects on mental health and well-being?	No
ESS 5.2	Could the project jeopardize the availability, accessibility and/or affordability of safe and nutritious foods that contribute to healthy and balanced diets? E.g. by sourcing foods from polluted sources.	No
ESS 5.3	Could the project expose communities to hazardous materials (including biohazardous, e.g. vaccines) or equipment (e.g. agricultural machinery accessible to the community), or will the project involve the design or construction of new infrastructure, changes (including renovation and rehabilitation) to existing infrastructure, transportation, or storage?	No
ESS 5.4	Could the project lead to an influx of project workers?	No
ESS 5.5	Could the project have impacts on ecosystems and ecosystem services that may result in direct and indirect health and safety risks to communities? E.g. loss of natural buffer that increases the risk of flooding, removal of vegetation cover that increases the risk of landslides.	No
ESS 5.6	Will the project involve construction of buildings or infrastructure in areas prone to (natural) disasters such as earthquakes, subsidence, landslides, erosion, flooding, forest fires)?	No
ESS 5.7	Could the project lead to the engagement of security personnel to protect facilities and property or to support project activities?	No
ESS 5.8	Could the project implement activities in areas with potential presence of mines and unexploded ordnances (UXOs)?	No
ESS 6	Gender equality and prevention of gender-based violence (GBV) <i>Could the project positively or negatively affect people based on their gender, through activities or policy?</i>	
ESS 6.1	Could the project lead to increased gender-based discrimination or inequalities?	No

ESS 6.2	Could this project operate in a context with high risks of gender-based violence and discrimination against women and girls, such as in conflict situations, camps or shelters, areas where women's mobility is restricted, or with high numbers of poor female-headed households or unaccompanied minors?	No
ESS 6.3	How is the project planning to address Sexual Exploitation and Abuse (SEA) risks? (Describe risk mitigation measures in the comments column)	No
ESS 7	<i>Land tenure, displacement, and resettlement</i> <i>Could the project, through activities or policy, positively or negatively affect areas where people live or their access to locations, they need for their livelihood? Note that this includes tenure rights that are not formally recognized.</i>	
ESS 7.1	Could the project implement activities related to building infrastructure (i.e. warehouses, buildings, ponds), creation of protected areas or restoration of degraded areas, or any other activity that could involve or result in temporary or permanent displacement of people? I.e. people may be living in the project sites and be asked to move.	No
ESS 7.2	Has there to the best of your knowledge been prior displacement in anticipation of the project?	No
ESS 7.3	<p>Could any of the project activities lead, directly or indirectly, to restriction to land use and/or access to natural resources (agricultural or livestock or fish production, forest products, soil, land and water resources, grazing areas, etc.)? I.e. land users are no longer allowed to use the area for livelihood activities, or for access to natural resources.</p> <p>*In case this affects Indigenous Peoples, see also ESS 8.</p>	No
ESS 8	<i>Indigenous Peoples</i> <i>Could the project positively or negatively affect, through activities or policy, Indigenous Peoples, ethnic groups or minorities, aboriginals, hill tribes, minority nationalities, scheduled tribes, first nations, tribal groups, pastoralists, hunter-gatherers, nomadic groups, or forest dwellers (described below as 'Indigenous Peoples, ethnic minorities and minorities')?</i>	
ESS 8.1	Could the project be located on or near lands and territories owned or claimed by Indigenous Peoples, ethnic groups, or minorities?	Yes. All the assessed PAMs were aimed at efforts to manage and protect forest lands, which in PNG are primarily owned by customary landowners and communities. Specifically, this risk is relevant to PAM3 regarding the moratorium and suspension of SABLs, as a measure to address the violations against customary landowners and communities due to the lack of their consent in the acquisition of their land. The severity of this risk is low.
ESS 8.2	Could the project negatively affect Indigenous Peoples, ethnic groups, or minorities through its activities or policy advice – e.g. affect their human rights, land use and ownership, natural resources access, territories, and traditional livelihoods?	No
ESS 8.3	Could the project use genetic resources or associated knowledge from Indigenous Peoples, ethnic groups or minorities for research or commercial purposes?	No
ESS 8.4	Could the project negatively affect Indigenous Peoples', ethnic groups', or minorities' access to resources upon which their livelihoods depend ("economic displacement")?	No

ESS 9	<i>Cultural heritage</i> <i>Could the project positively or negatively affect tangible or intangible cultural heritage, through activities or policy?</i>	
ESS 9.1	Could the project through activities or policy advice negatively impact places, objects, values or knowledge and practices of cultural importance to communities?	No
ESS 9.2	Could the project lead to excavations, flooding, demolitions, movement of earth, landscape transformation, or alteration to social/ cultural uses or heritage?	No
ESS 9.3	Could the project directly or indirectly make use of tangible and/or intangible forms (e.g. collections, areas, practices, traditional knowledge) of cultural heritage for commercial or other purposes .without prior consent and extensive community engagement?	No

Annex 2. Environmental and Social Retroactive PAMs Assessment.

Table 13. Retroactive assessment on the extent to which PAMs undertaken in PNG over the results period were consistent with the Integrated Environmental and Social Safeguard Standards Framework

Key Policies and Measures (PAMs) Assessed: PAM1: Implementation Forest Policy 1991 PAM2: Transition from Forest Clearance Authority (FCA) to Forest Management Agreement (FMA) PAM3: Moratorium and suspension of SABLs PAM4: Strengthening Management of National System of Protected Areas	ESS Triggered	Assessment of PAMs contributing to ERs in the results period				Overarching Assessment Questions Relevant Policy, legal, regulatory and institutional framework
PNG's Integrated ESS for the RBP FP / FAOs' FESM Guiding Questions & Provisions	Y/N	PAM1	PAM2	PAM3	PAM4	What was the relevant PLR framework in PNG leading to and over the results period in relation to the relevant ESS theme?
PNG's ESS A. Policy coherence across forest and climate [climate, sectoral and development] objectives and relevant international [commitments] and contribution to the Nationally Determined Contribution, and effective coordination across responsible agencies and implementing bodies.						
Theme A.1. The REDD+ Strategy and associated PLRs are consistent with the objectives of national forest programs	N	N	N	N	N	
FAO FESM requirements: N/A. FAO FESM requirement. N/A. No specific provision in FESM or GCF's Policies on PLR framework and enabling environment. Mostly related to GCF's investment criteria.						
PNG's criteria a.1 The REDD+ Strategy and associated PLRs are consistent with the objectives of national forest programs	N	N	N	N	N	The legal framework in PNG sets out clear objectives for its forest programmes under the National Forest Policy (National Forest Policy 1991, Part II refer to Forest Management Policies and outlines the basis for all National Forestry Development Programmes) and the National Forestry Development Guidelines and the Forestry and Climate Change Framework for Action 2015. The National Constitution sets the overall basis for these forest programmes. The Fourth National Goal and Directive Principle of the Constitution of PNG and section 25 – Implementation of the NGDP's.
Theme A.2. The REDD+ strategy is consistent with relevant and applicable international conventions and agreements to which PNG is a party.	N	N	N	N	N	

FAO FESM requirements: GP. Integrity and Accountability. No specific provision in FAO's ESS or GCF's Policies on PLR framework and enabling environment. Mostly related to GCF's investment criteria.						
PNG's SIS criteria a.2: The REDD+ strategy is consistent with relevant and applicable international conventions and agreements to which PNG is a party. .	N	N	N	N	N	PNG is Party to several relevant international conventions and agreements. These include: ; International Convention on the Elimination on all Forms of Racial Discrimination, ; Convention on the Elimination of All Forms of Discrimination against Women, ; Convention on the Political Rights of Women, ; International Convention on the Elimination on all Forms of Racial Discrimination, ; Convention on the Protection and Promotion of The Diversity of Cultural Expressions, ; United Nations Convention against Corruption, ; International Covenant on Civil and Political Rights, International Covenant on Economic, Social and Cultural Rights, ; International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, ; Convention on the Rights of the Child, ; Convention Concerning the Protection of the World Cultural and Natural Heritage, ; International Tropical Timber Agreement, ; Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), ; United Nations Convention to Combat Desertification (UNCCD), ; Convention on Biological Diversity, ; United Nations Framework Convention on Climate Change (UNFCCC) and the Ramsar Convention. The Constitution 'binds' PNG to the specific instrument once it is ratified. This denotes a commitment on PNG's part to ensure compliance with its terms and provisions under its National REDD+ Strategy.
PNG's ESS B.Transparent and effective national forest and land use governance structures						
Theme B.1. Access to information is recognized and protected in relation to REDD+ strategy	N	N	N	N	N	
FAO FESM requirements: ESOP 2. Information Disclosure						

Information Disclosure						
Disclosure of programme and project information is essential to enable meaningful and effective stakeholders participation in both project consultations and throughout its implementation, including in relation to potential environmental and social risks, impacts and benefits. FAO will disclose information related to environmental and social risks and impacts for all moderate and high-risk projects, and may disclose such information for low-risk projects if warranted. PNG's B.1	N	N	N	N	N	The Right to Freedom of Information is a qualified right under the National Constitution of PNG. The National Constitution interprets 'Information' as 'official documents.' The Constitution establishes procedures by which citizens may obtain access to official information. Forestry legislation requires a Public register to be kept of all important documents and decisions concerning forest management. It also specifies the kinds of information recorded and sets out the processes/procedures necessary for accessing this information.
Theme B.2. Accountability is guaranteed in the context of the implementation of the REDD+ strategy	N	N	N	N	N	
FAO FESM requirements: GP. Integrity and Accountability. Also, GCF's Policy on Prohibited Practices.						

<p>Integrity and Accountability. Strengthens transparency and accountability in project activities</p> <p>GCF's Prohibited activities (i) "Corruption" or "Corrupt practice" means the promise, offering, giving, receiving, or soliciting, directly or indirectly, anything of value (including but not limited to gifts, gratuities, entertainments, favours, invitations, and benefits of any kind) or any undue advantage, or any act or omission that involves the abuse of authority or functions, for the purpose of influencing or to causing to influence improperly the actions of another party, or for the purpose of obtaining an undue advantage for oneself or for another party; (ii) "Fraud" or "Fraudulent practice" means any act or omission, including misrepresentation or concealing material fact, that knowingly or recklessly misleads, or attempts to mislead, a party for the purpose of obtaining a financial or other undue advantage for oneself or for a third party, or to avoid an obligation; (iii) "Coercion" or "Coercive practice" means the impairing or harming, or threatening to impair or harm, directly or indirectly, any party or the property of the party for the purpose of improperly influencing the actions of a party; (iv) "Collusion" or "Collusive practice" means an arrangement between two or more parties designed to achieve an improper purpose, including for the purpose of improperly influencing the actions of another party; "(v) Obstructive practice" includes: (1) Deliberately destroying, falsifying, altering, concealing, or unreasonably withholding evidence or other requested information, documents or records, which are material to a Fund investigation; (2) Making false statements to investigators in order to materially impede a Fund investigation; (3) Threatening, harassing, or intimidating any party to prevent it from dis-</p>	N	N	N	N	N	<p>All Government agencies are subject to Financial and Accounting/ Auditing processes enforced through institutions designated for this purpose, which include the Auditor General's Office, the Department of Finance, Department of Treasury and the Internal Revenue Commission as well as the Public Accounts Committees. These institutions have been given their mandate by either an Act of Parliament or the Constitution of PNG. Under Part VIII and Division 1 the relevant Public Finance offices are established. These include the Auditor-General (s.213 and 214), and the Public Accounts Committees (s. 215 and 216).</p>
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<p>closing its knowledge of matters relevant to a Fund investigation or from pursuing a Fund investigation; or (4) Materially impeding the Fund's contractual rights of audit or access to information;"</p> <p>(vi) "Abuse" means theft, misappropriation, waste or improper use of property or assets related to a Fund-related Activity, either committed intentionally or through reckless disregard;</p> <p>(vii) "Money Laundering" refers to: (a) the conversion or transfer of property, knowing that such property is derived from the crime, for the purpose of concealing or disguising the illicit origin of the property or of assisting any person who is involved in the commission of the crime to evade the legal consequences of his or her actions; (b) the concealment or disguise of the true nature, source, location, disposition, movement, rights with respect to, or ownership of or rights with respect to property, knowing such property is derived from crime; or (c) the acquisition, possession or use of property knowing at the time of receipt such property was derived from a criminal offence;</p> <p>(viii) "Retaliation against Whistleblowers or Witnesses" means any detrimental act, direct or indirect, recommended, threatened or taken against a Whistleblower or Witness (as such terms are defined in the relevant GCF policy), or person associated with a Whistleblower or Witness, because of his or her report of suspected Wrongdoing or cooperation with a Fund investigation by the Whistleblower or Witness;</p> <p>(ix) "Financing of Terrorism" or "Terrorist Financing" means the commission of any offence as set out in Article 2 of the International Convention for the Suppression of the Financing of Terrorism;</p>						
Theme B.3. Grievance mechanisms are established and functional for REDD+ strategies, plans and activities	N	N	N	N	N	

FAO FESM requirements. PG. Integrity and Accountability, and Accountability to Affected Populations
ESOP 2. Grievance Mechanisms and conflict resolution processes

<p>Integrity and Accountability. Strengthens transparency and accountability in project activities, including establishing fair grievance mechanisms and ensuring active, inclusive stakeholder participation.</p> <p>Accountability to Affected Populations Defines accountability as a commitment to respect and respond to the needs of affected populations, including providing transparent feedback, respecting rights, and ensuring fair and accessible grievance processes. Recognizes the importance of equal access to assistance and benefits.</p> <p>ESOP 2. Grievance Mechanisms and conflict resolution processes All stakeholders involved in or affected by FAO supported activities have a right to express their opinions, whether positive or negative. Grievance mechanisms are essential to ensure stakeholders have fair, transparent, inclusive and no-cost access to processes and mechanisms to redress grievances and resolve conflicts, in a timely and effective manner. FAO's programmes or projects should ensure grievance, feedback and complaint mechanisms are: legitimate, accessible, predictable, equitable, transparent, rights-compatible, open to continuous learning, confidential.</p> <p>ESS. 4 Decent Work Workplace grievance mechanism</p> <p>ESS.7 Land tenure, displacement, and resettlement Ensure that functioning grievance mechanisms are in place and accessible to stakeholders, enabling timely and effective communication, documentation and resolution of grievances.</p>	N	N	N	N	N	<p>The Constitution of PNG recognizes the Right to the Protection of the Law for all citizens 'directly affected' by any violations to their rights. This legal framework also provides for dispute resolution mechanisms at all levels of government. especially in relation to customary land or natural resources (Section 37 of the National Constitution). Public Law offices are established to assist citizens otherwise unable to access legal services and other support. A process of appeal (Section 155(2), (3) and of the National Constitution.) is also provided as part of the traditional legal system (Supreme, National Court and District Courts of PNG.) and is prescribed within individual sector-specific Acts. Remedies for breaches of rights are also afforded under both Acts and subordinate laws but they are not clearly prescribed. There are also specific courts and alternative dispute resolution mechanisms provided to enforce the rights of access to justice for all customary landowners and communities vulnerable to unfair/ unjust business practices.</p>
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ESS. 8 Indigenous Peoples Indigenous peoples' plan and feedback and grievance mechanisms (mutually agreed, culturally appropriate, accessible and inclusive) PNG'S B.4						
Theme B.4. The REDD+ strategy recognizes and protects the rights over forests lands	N	N	N	N	N	
ESS. 7 Land Tenure, displacement and resettlement.						
PNG'S B.3	N	N	N	N	N	The Constitution and land and forestry legislation guarantee clear land tenure rights to customary landowners and communities and recognizes the extent of these rights in relation to forest resources. (Under section 58 of the Forestry Act in relation to Forest Management Agreements and the 34 step process for establishing this) They also provide the basis for just compensation to be awarded in the event of development and acquisition of land/ resources from customary landowners and communities (Under section 53 of the Constitution.), which is applicable to both statutory and customary ownership, possession and use rights. Land titling procedures are also established via respective legislation and involve the formation of land holding groups to govern them. Gender equality is recognized and guaranteed as part of these groups and relates to decision making processes over forest/land tenure arrangements and benefits.
PNG's ESS C. REDD+ REDD+ [strategies, plans and] activities respect the knowledge and rights of respect for the rights of customary landowners, local communities and vulnerable groups						
Theme C.1. The rights of customary landowners, local communities and vulnerable groups are promoted and protected in the context of the application of the REDD+ strategy	Y	N	Y	Y	N	
FAO FESM requirements: GP. Leave No One Behind, Human Rights-based Approach, Gender Equality and Social Inclusion, FPIC. ESS. 8 Indigenous Peoples (also, ESS1. GQ ESS 1.8)						

ESS 8 Could the project positively or negatively affect, through activities or policy, Indigenous Peoples, ethnic groups or minorities, aboriginals, hill tribes, minority nationalities, scheduled tribes, first nations, tribal groups, pastoralists, hunter-gatherers, nomadic groups, or forest dwellers (described below as 'Indigenous Peoples, ethnic minorities and minorities')?						
ESS 8.1 Could the project be located on or near lands and territories owned or claimed by Indigenous Peoples, ethnic groups, or minorities?						
ESS 8.2 Could the project negatively affect Indigenous Peoples, ethnic groups, or minorities through its activities or policy advice – e.g. affect their human rights, land use and ownership, natural resources access, territories, and traditional livelihoods?						
ESS 8.3 Could the project use genetic resources or associated knowledge from Indigenous Peoples, ethnic groups or minorities for research or commercial purposes?	Y	N	Y	Y	N	
ESS 8.4 Could the project negatively affect Indigenous Peoples', ethnic groups', or minorities' access to resources upon which their livelihoods depend ("economic displacement")?						
ESS 1. Promote responsible governance of natural resources, acknowledging the critical role of women, Indigenous Peoples, and local communities in ecosystem conservation. Indigenous Knowledge: Respect and preserve Indigenous knowledge, innovations, and practices that aid biodiversity conservation and sustainable resource use.						
ESS 1.8 Could the project use genetic resources for research or (commercial) development - including from Indigenous Peoples or local communities, and/or associated traditional knowledge - for which prior informed consent/mutually agreed terms are required?						

The National Constitution of PNG provides a standard criterion for defining who are 'indigenous people' in PNG, which is consistent with international law. However, the term 'indigenous people' is not used in the Constitution or in relevant PLRs. This is replaced with the terms 'customary landowners and communities.' These definitions are elaborated further in Acts of Parliament which relate to land and natural resources. The legal framework also provides definitions for 'local communities'. (The Land Act 1996 and the National Constitution of PNG defines 'local communities' as 'any other person' (who does not qualify as a customary landowner') and 'citizens.')

The Constitution obliges the Government, as the custodian of the people of PNG, to recognize and uphold the Underlying Laws governing customs and traditions and the rights associated with them. These are also detailed and reinforced via specific Acts of Parliament. This legal framework outlines all available means of ensuring there is sufficient remedy to address any discrimination shown towards customary landowners and communities. The right of self-determination is recognized in the National Constitution and also detailed within specific Acts of Parliament, which are designed to facilitate and to recognize this right through the primary forms of traditional decision making structures. PLRs recognize the collective rights of forest ownership in PNG through the establishment of Incorporated Land Groups (ILGs) as per the relevant legislation. ILGs are designed as a customary social unit to possess, manage and trade land. The Constitution recognizes the right of customary landowners and communities in terms of the inherent right to manage their own natural resources following their traditions from time immemorial. This is supported in all respective PLRs relating to natural resource development on customary owned land and over customary owned resources especially within forest lands which they own or exercise a traditional user right over. The Constitution section 53 recognizes the rights of citizens in situations in which there has been an unjust deprivation of property or land, particularly customary land, and provides for the process to be followed within the Land Act 1996 prior to extinguishing or diminishing their right. In such instances, a monetary form of compensation is normally awarded, however, other forms of compensatory measures are also considered.

PNG's c.1 and c.3

<p>Retroactive Assessment of PAMs. Measures undertaken:</p> <p>PAM2: The FMA is the primary way to acquire timber rights from customary landowners and communities and requires written consent from customary landowners and communities and project beneficiaries prior to the commencement of any forestry activities. The process to obtain FMA involves extensive consultation, an open and competitive bidding process, approvals and consent from customary landowners and communities.</p> <p>PAM3: The moratorium stopped customary land access restrictions that came with many SABLs</p>						
Theme C.2. Traditional knowledge is recognized and protected in the context of the application of the National REDD+ Strategy	N	N	N	N	N	
<p>Applicable FAO FESM requirements: GP. Leave No One Behind, Human Rights-based Approach, Principles of FPIC</p> <p>ESS. 9. Cultural Heritage</p>						
<p>ESS 9 Could the project positively or negatively affect tangible or intangible cultural heritage, through activities or policy?</p> <p>ESS 9.1 Could the project through activities or policy advice negatively impact places, objects, values or knowledge and practices of cultural importance to communities?</p> <p>ESS 9.2 Could the project lead to excavations, flooding, demolitions, movement of earth, landscape transformation, or alteration to social/ cultural uses or heritage?</p> <p>ESS 9.3 Could the project directly or indirectly make use of tangible and/or intangible forms (e.g. collections, areas, practices, traditional knowledge) of cultural heritage for commercial or other purposes .without prior consent and extensive community engagement?</p> <p>PNG's c.2</p>	N	N	N	N	N	<p>The legal framework outlines a clear objective towards safeguarding customary landowners and communities' rights as they relate to culture and also indirectly includes a respect for their identity, customs, traditions and institutions. There is various legislation which promotes the need to maintain cultural heritage through the establishment of the institutions and systems which support and facilitate its preservation. Traditional knowledge has always been an aspect of customary law which is recognized under the Constitution. Traditional knowledge is also referred to as 'customary practices', referring to the customs or usual practices associated with a particular society, place, or set of circumstances.</p>
PNG's ESS D. REDD+ [strategies, plans and] activities ensure the right to participate, in particular for customary landowners, local communities and vulnerable groups, including the promotion of gender equality and the right to free, prior and informed consent.						
Theme D.1. Stakeholder, including forest-dependent customary landowners peoples, local communities, youth and minorities, are effectively mapped and consulted [in relation to,] and participate effectively in REDD+ strategies, plans and activities.	N	N	N	N	N	

FAO FESM requirements: GP. Leave No On Behind, Gender Equality and Social Inclusion, Accountability to Stakeholders. ESOP 2 Stakeholder Engagement [and cross-cutting provisions in ESS. 6, 7, 8, 9]					
<p>Stakeholder engagement is: ongoing - from planning to monitoring, entails timely disclosure of relevant, accessible information; and meaningful consultations and participation of all relevant stakeholders, consistent with the principle of FPIC.</p> <p>ESOP 2.1 Is it likely that the project will cause or increase tensions between community members, for example between beneficiaries and non-beneficiaries?</p> <p>ESOP 2.2 Will the project collect and process beneficiaries' personal data?</p> <p>ESS. 6 Gender equality Promote Women's Participation and Leadership, encouraging women and girls to take active roles in local institutions and organizations, and in decision-making.</p> <p>ESS 7. Land Tenure, resettlement and displacement Design and carry out resettlement activities as part of development activities, when appropriate, ensuring that sufficient resources are available to enable affected people to benefit directly from the proposed programmes and projects. Design and execute said resettlement efforts in close collaboration with the affected people, ensuring their informed and meaningful participation.</p> <p>ESS. 8 Indigenous Peoples Design and implement programmes and projects in partnership with Indigenous Peoples, ensuring their full, effective and meaningful consultations and participation, consistent with the principle of Free, Prior, and Informed Consent (FPIC) before starting activities. Protect cultural heritage from harm or misuse, promote its preservation, and ensure meaningful consultations and equitable access to the benefits in relation to the preservation,</p>	N	N	N	N	N
<p>The National Goals and Directive Principles, 2 and ss.37 and 55 of the National Constitution provide for equal opportunities for the participation of every citizen in the development process and make it mandatory for customary resource owners and local communities to be present on decision making bodies concerning the use of forest resources. (E.g.. E.g., section 46 of the Forestry Act 1991 and representation of customary landowners and communities is seen in the National Forest Board, the Provincial Forest Management Committees (PFMCs) and through multi-stakeholder representation.) Participation by all key stakeholders is provided for under sections 98, 115 and 116 of the OLPLG 1998 is mandatory for customary resource owners and communities to be present on Boards, Committees and Technical Working Groups during the various transactions concerning the use of forest resources, especially the process of planning, acquisition and development. The responsibilities of all respective agencies in relation to public participation are defined within forestry and natural resource PLRs. Forestry regulations set out time-frames for inputs. PLRs provide for the Right to Freedom of Information (Section 51(3) of the Constitution.) and establish procedures for citizens to access it, subject to certain restrictions. There are also provisions which outline the process of providing inputs and receiving them.(Section 88(c)(vi) & (vii) of the Forestry Act 1991 and Regulations 160, 162, 164, 166 and 168 and Form 165 of the Forestry Regulations 1998.) Refusals of applications must state the reasons and have to be registered in a 'register' which is open to public scrutiny.(Access to this register, however, is subject to the payment of a fee. The Register is established under Section 103A of the Forestry Act 1991.) The PLRs provide for access to justice through clear internal administrative processes (Section 14 of the Environment Planning Act.)and relate to disputes over environmental plans or impact assessments.(Section 13(1) of the Environment Planning Act) The PLRs allow for a non-prohibitive option in allowing for the pursuit of further legal remedies(Section 20 of the Environmental Planning Act, 1978)despite also using internal/administrative dispute resolution processes.(Section 18 of the Environmental Planning Act, 1978.) They clearly stipulate the timely delivery of rulings as well.</p>					

<p>protection, utilization and/ or management of cultural heritage in the context of FAO programmes / projects.</p> <p>ESS 9. Cultural Heritage</p> <p>Community participation, stakeholder consultations and use of experts</p> <p>PNG's d.1,</p>						
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Theme D.2. Customary landowners, local communities and vulnerable groups right to participate, including their Free, Prior and Informed Consent (FPIC) is recognized and promoted in the context of the application of the REDD+ Strategy	N	N	N	N	N	
FAO FESM requirements: GP. Leave No On Behind, Gender Equality and Social Inclusion, Accountability to Stakeholders. ESOP 2 Stakeholder Engagement [and cross-cutting provisions in ESS. 6, 7, 8, 9						

<p>Stakeholder engagement is: ongoing - from planning to monitoring, entails timely disclosure of relevant, accessible information; and meaningful consultations and participation of all relevant stakeholders, consistent with the principle of FPIC.</p> <p>ESOP 2.1 Is it likely that the project will cause or increase tensions between community members, for example between beneficiaries and non-beneficiaries?</p> <p>ESOP 2.2 Will the project collect and process beneficiaries' personal data?</p> <p>ESS. 6 Gender equality Promote Women's Participation and Leadership, encouraging women and girls to take active roles in local institutions and organizations, and in decision-making.</p> <p>ESS 7. Land Tenure, resettlement and displacement Design and carry out resettlement activities as part of development activities, when appropriate, ensuring that sufficient resources are available to enable affected people to benefit directly from the proposed programmes and projects. Design and execute said resettlement efforts in close collaboration with the affected people, ensuring their informed and meaningful participation.</p> <p>ESS. 8 Indigenous Peoples Design and implement programmes and projects in partnership with Indigenous Peoples, ensuring their full, effective and meaningful consultations and participation, consistent with the principle of Free, Prior, and Informed Consent (FPIC) before starting activities. Protect cultural heritage from harm or misuse, promote its preservation, and ensure meaningful consultations and equitable access to the benefits in relation to the preservation, protection, utilization and/ or management of cultural heritage in the context of FAO programmes / projects.</p>	N	N	N	N	N	<p>The PLRs provide for legally recognized traditional structures used by customary landowners and communities to engage with corporations, government, and other stakeholders in activities concerning the utilization/ development of their land or natural resources.(The Forestry Act 1991 and Forestry Regulations, 1998.) This is recognized and provided for within forestry, land and customary law. Forestry legislation provides for financial assistance to ensure that the ILGs are contributing effectively to the management and development of the forest industry activities. The Constitution refers to Equality and Participation (National Goals and Directive Principle 2) and reflects the intentions of the UN Declaration on the Rights of Indigenous People (UNDRIP)⁷⁸ especially in relation to issues concerning the access to and use of customary land and resources for development purposes. It provides for various guaranteed rights and freedoms (Sections 32-56) which are core to ensuring compliance with the right to FPIC, also embodied within relevant Acts of Parliament and specific national policies.</p>
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ESS 9. Cultural Heritage Community participation, stakeholder consultations and use of experts PNG's d.2						
Theme D.3. REDD+ strategies, plans and activities promote and enhance gender equality [and prevention of gender-based violence (GBV)]	N	N	N	N	N	
FAO FESM requirements. GP. Leave No On Behind, Human Rights-Based Approach, Gender Equality and Social Inclusion, Prevention of Sexual Exploitation, Abuse, and Harassment ESS. 6 Gender equality and prevention of gender-based violence (GBV)						
ESS 6 Could the project positively or negatively affect people based on their gender, through activities or policy? ESS 6.1 Could the project lead to increased gender-based discrimination or inequalities? ESS 6.2 Could this project operate in a context with high risks of gender-based violence and discrimination against women and girls, such as in conflict situations, camps or shelters, areas where women's mobility is restricted, or with high numbers of poor female-headed households or unaccompanied minors? ESS 6.3 How is the project planning to address Sexual Exploitation and Abuse (SEA) risks? Promote Women's Participation and Leadership, encouraging women and girls to take active roles in local institutions and organizations, and in decision-making. Ensure Equal Access to Resources, both agricultural and natural resources (e.g., land, water, livestock, equipment, seeds, fertilizers), essential for them to benefit from work. Provide Equal Access to Support Services, addressing the gender gap, facilitating equal access to agricultural support services (advisory, financial, and business development, technology transfer and adoption). Enable Market Access and Employment, promoting equal	N	N	N	N	N	The Constitution recognizes Gender Equality and the Right of women citizens to participate in all economic activities (National Goals and Directive Principles 2, subsections (3) and (5)). This is further recognized and encouraged in specific PLRs at the national level, such as Papua New Guinea National Policy for Women and Gender Equality 2011-2015. Gender discrimination issues are addressed within specific policies of the public service and applicable within all sectors. There are also dedicated public and private agencies established to implement this right and to raise awareness and implement policies on gender equality and discrimination in PNG.

<p>income opportunities, market access and decent jobs for all. Reduce Women's Work Burden and prevent interventions from unintentionally increasing women's work burden or time poverty. Avoid or minimize the risk to build or reinforcing discriminatory norms and attitudes that undermine women's position and decision-making power. Prevent, mitigate, and respond to the risk of gender-based violence (GBV), ensuring timely and accessible support services for GBV cases, including in relation to sexual exploitation and abuse.</p> <p>ESS.8 Ensure Indigenous Peoples receive fair and benefits and opportunities from project activities, in a manner that is inclusive and culturally appropriate, with emphasis on gender equality.</p> <p>PNG's d.3</p>						
PNG's ESS E. REDD+ actions under the National REDD+ Strategy will promote the conservation of natural forests and biodiversity, the enhancement of social and environmental benefits, and will not result in the conversion of natural forests, in accordance with the relevant PLRs in the country.						
Theme E.1. REDD+ strategy is consistent with the conservation of natural forests and biological diversity	Y	Y	Y	N	Y	
<p>Applicable FAO FESM requirements: GP Environmental Sustainability, Sustainability and Resilience</p> <p>ESS. 1 Biodiversity conservation, and sustainable management of natural resources - with a focus on natural forests and conservation of biodiversity and ecosystem services</p>						

ESS 1. Could the project positively or negatively affect biodiversity or habitats (water or land), through activities or policy?						
ESS 1.1 Could the project lead to land use change, fragmentation, conversion, or degradation of habitats (water and/or land)?						
ESS 1.2 Could the project include activities in marine or terrestrial areas that are or may become legally protected?						
ESS 1.3 Could the project include any activity on the ground related to agroforestry, forest plantation, harvesting, or management of forest resources (native or planted) for timber and non-timber forest products uses (e.g. seeds collection, spices, honey, mushrooms, bush meat)?	Y	Y	Y	N	Y	
ESS 1.5 Could the project provide or lead to the use of non-native species, varieties or breeds (terrestrial or aquatic)? Or Is there a risk that (agro) biodiversity might be lost because of monoculture?						
PNG's criteria e.1						
<p>Retroactive Assessment of PAMs. Measures undertaken.</p> <p>PAM1: the Forestry Policy 1991 establishes limits on total allowable cuts for timber harvesting each year through periodic and detailed planning.</p> <p>PAM4: Risk/Environmental and Social Impact Assessment was conducted on any exotic species that will be used for livelihood project prior to the implementation of the projects even if the species is already in the area to ensure that the project does not contribute to the degradation of the ecosystem and livelihoods. Should the specific non-native species be cleared, the specific introduction can go ahead, if not, alternative species should be considered. The reforestation process will use only native species and therefore the impact will only be positive in the areas – it is restoring the area to its original forested landscape and improving the ecosystem services provided by forests i.e. erosion reduction.</p>						
Theme E.2. REDD+ strategy will not incentivise the conversion of natural forests	Y	Y	Y	N	Y	
<p>Applicable FAO FESM requirements: GP Environmental Sustainability, Sustainability and Resilience</p> <p>ESS. 1 Biodiversity conservation, and sustainable management of natural resources - with a focus on natural forests and conservation of biodiversity and ecosystem services</p>						

<p>ESS 1. Could the project positively or negatively affect biodiversity or habitats (water or land), through activities or policy?</p> <p>ESS 1.1 Could the project lead to land use change, fragmentation, conversion, or degradation of habitats (water and/or land)?</p> <p>ESS 1.2 Could the project include activities in marine or terrestrial areas that are or may become legally protected?</p> <p>ESS 1.3 Could the project include any activity on the ground related to agroforestry, forest plantation, harvesting, or management of forest resources (native or planted) for timber and non-timber forest products uses (e.g. seeds collection, spices, honey, mushrooms, bush meat)?</p> <p>ESS 1.5 Could the project provide or lead to the use of non-native species, varieties or breeds (terrestrial or aquatic)? Or Is there a risk that (agro) biodiversity might be lost because of monoculture?</p> <p>PNG's criteria e. 2</p>	Y	Y	Y	N	Y	<p>The Forestry Policy provides for background considerations⁹¹ in relation to forest conversion within the context of FMAs as well as outside of them.(Article M.1 of the National Forest Development Guidelines – Conversion of Forest Lands.) In addition, environmental and forestry legislation set some degree of 'control' over land use conversion in both public and private forests through environmental impact assessments and mitigation measures. (Mitigation activities within forestry legislation relate to provisions which deter any interference within naturally forested areas such as the 10% set aside for 'conservation areas' within FMAs or other timber production areas The Environmental Regulation 2002 outlines environmental controls e.g., Environmental Impact Assessments for large scale forestry activities in both private and public forests. The controls are required for activities such as large scale forest conversion or road clearance or agricultural activities. Mitigation activities within forestry legislation relate to provisions which deter any interference within naturally forested areas such as the 10% set aside for 'conservation areas' within FMAs or other timber production areas. Under Conservation Areas which fall under the Conservation Areas Act, natural forest conversion is also controlled. Currently, areas subject to FCA, outline clear procedures to monitor the development of agricultural projects. Any failure to achieve the planned targets under FCAs results in the seizure of logs held by the company in breach, and the disposal of them is free of production costs.This is often the outcome of a project commenced under an SABL as per the Land Act 1996. However, these processes are now subject to review as part of national land reforms and amendments to all land legislation.</p>
<p>Retroactive Assessment of PAMs. Measures undertaken:</p> <p>PAM1: Idem.</p> <p>PAM2: See PLR framework column.</p> <p>PAM4: Idem.</p>						
Theme E.3. Enhancement of and the right to a fair distribution of benefits is recognized and protected in the context of the implementation of the REDD+ strategy	N	N	N	N	N	
<p>FAO FESM requirements. GP. Leave No One Behind, Gender Equality and Social Inclusion, Accountability to Stakeholders</p> <p>ESS. 1, 2, 6, 8, 9</p>						

ESS1. Biodiversity Conservation, and sustainable management of natural resources Ensure fair distribution of benefits from genetic resource use.						
ESS 2. Resources efficiency and pollution prevention and management Encourage efficient, equitable access to and use of resources (energy, water, land, soil, chemicals, forests, oceans) for both women and men.						
ESS 6 Gender Equality ... (adapted) Equal access to decision making, resources and associated benefits, agricultural support services, etc.	N	N	N	N	N	
ESS 8.Indigenous Peoples Ensure Indigenous Peoples receive fair and benefits and opportunities from project activities, in a manner that is inclusive and culturally appropriate, with emphasis on gender equality. Culturally appropriate benefits.						
ESS 9. Traditional Knowledge Ensure equitable sharing of benefits resulting from the integration or use of cultural heritage.						
PNG's ESS F. REDD+ [strategies, plans and] activities address the risk of reversals						
Theme F.1. REDD+ strategies, plans and activities effectively identify and address drivers and underlying causes of deforestation and forest degradation	N	N	N	N	N	
FAO FESM requirement. GP Environmental Sustainability, and Sustainability and Resilience. No ESS applicable.						

<p>Environmental Sustainability. Commits to minimizing environmental harm and promoting sustainable natural resource use to preserve biodiversity and ecosystem services. Aims to balance food security with ecosystem preservation.</p> <p>Sustainability and resilience. Emphasizes sustainable practices in agrifood systems to support long-term resilience, especially in vulnerable communities. Aims to foster adaptable systems through risk-informed and integrated approaches that address social, economic, and environmental factors in a balanced manner.</p> <p>PNG's f.1</p>	N	N	N	N	N	<p>The National Forest Monitoring System (NFMS) (www.nfmspng.org) consists of a monitoring function, to assess the implementation and impact of national policies and measures for REDD+, and a MRV function to estimate and report GHG emissions/removals in the Land use, land-use change, and forestry (LULUCF) sector. The Satellite Land Monitoring System (SLMS) produces Activity Data, using Terra PNG (a system for wall to wall land use mapping used with PNG's GHG reporting) operated by CCDA, and Collect Earth (point sampling) operated by PNGFA. These two systems verify, supplement and improve the data accuracy of each other. These in-house land use spatial information tools, together with extensive information from other national and international sources, are uploaded on to the web-portal, which enables public scrutiny of land use and forest information of PNG and thus enhances the transparency of REDD+ processes in the country. The National Forest Inventory (NFI) is the primary information source for Emission Factors for the MRV system. The Forest Resource Information Management System (FRIMS) is used by PNGFA to manage information on commercial forestry operations within the country. These systems have been used, together with data from a number of other sectors as well as time series assessments of forest carbon stock developed through a Collect Earth assessment undertaken by PNGFA, for the development of the FRL</p>
PNG's ESS G. REDD+ [strategies, plans and] activities reduce displacement of emissions						
Theme G.1. REDD+ strategies, plans and activities provide incentives to landowners and rights holders for lands and resources to implement REDD+ and contribute to reducing deforestation	N	N	N	N	N	
FAO FESM requirement. GP Environmental Sustainability, and Sustainability and Resilience. No ESS applicable.						

<p>Environmental Sustainability. Commits to minimizing environmental harm and promoting sustainable natural resource use to preserve biodiversity and ecosystem services. Aims to balance food security with ecosystem preservation.</p> <p>Sustainability and resilience. Emphasizes sustainable practices in agrifood systems to support long-term resilience, especially in vulnerable communities. Aims to foster adaptable systems through risk-informed and integrated approaches that address social, economic, and environmental factors in a balanced manner.</p> <p>PNG's g.1</p>	N	N	N	N	N	<p>The National Forest Monitoring System (NFMS) (www.nfmspng.org) consists of a monitoring function, to assess the implementation and impact of national policies and measures for REDD+, and a MRV function to estimate and report GHG emissions/removals in the Land use, land-use change, and forestry (LULUCF) sector. The Satellite Land Monitoring System (SLMS) produces Activity Data, using Terra PNG (a system for wall to wall land use mapping used with PNG's GHG reporting) operated by CCDA, and Collect Earth (point sampling) operated by PNGFA. These two systems verify, supplement and improve the data accuracy of each other. These in-house land use spatial information tools, together with extensive information from other national and international sources, are uploaded on to the web-portal, which enables public scrutiny of land use and forest information of PNG and thus enhances the transparency of REDD+ processes in the country. The National Forest Inventory (NFI) is the primary information source for Emission Factors for the MRV system. The Forest Resource Information Management System (FRIMS) is used by PNGFA to manage information on commercial forestry operations within the country. These systems have been used, together with data from a number of other sectors as well as time series assessments of forest carbon stock developed through a Collect Earth assessment undertaken by PNGFA, for the development of the FRL</p>
PNG's ESS H. REDD+ strategies, plans and activities promote efficiency in the use of resources and ensures pollution prevention and management NEW!!						
Theme H.1. REDD+ strategies, plans and activities promote efficiency in the use of resources and ensures pollution prevention and management	N	N	N	N	N	
FAO FESM requirement. ESS.2 Resources efficiency and pollution prevention and management						

<p>ESS 2. Could the project positively or negatively affect soil and water resources, or water-related ecosystems, through activities or policy (e.g. through pollutants, pesticides, fertilizers, hazardous materials or waste)?</p> <p>ESS 2.1 Could the project lead to significant consumption/extraction of raw materials, surface or ground water and/or energy (e.g. water extraction is above sustainable levels or recharge capacities)?</p> <p>ESS 2.2 Could the project implement irrigation activities (including rehabilitation of irrigation schemes) and/or restrict or alter riverine systems (e.g. dams, reservoirs, river basin development, water diversion)?</p> <p>ESS 2.3 Could the project implement activities on, or potentially lead to, degraded, depleted or polluted soil?</p> <p>ESS 2.4 Could the project directly or indirectly lead to the use and/or management of pesticides?* This also includes activities related to management or disposal of waste pesticides, obsolete pesticides or pesticide contaminated waste materials.</p> <p>ESS 2.5 Could the project lead to the use and/or management of fertilizers?</p> <p>ESS 2.6 Could the project activities lead to the one-time or continuing increase in the release of pollutants (e.g. nitrates from fertilizers, methane from livestock)?</p> <p>ESS 2.7 Could the project involve the use of hazardous substances and materials AND/OR lead to significant generation and handling of wastes (e.g. plastic, construction and demolition-related waste, wastewater, pesticide-related waste, veterinary waste or animal residue)?</p>	N	N	N	N	N	
PNG's ESS I. REDD+ strategies, plans and activities ensure decent work, including health, safety and security conditions to all stakeholders involved in the implementation of REDD+ activities, including the promotion of gender equality and the prevention of gender-based violence NEW!!						
Theme I.1. REDD+ strategies, plans and activities ensure decent work to all stakeholders involved in the implementation of REDD+ activities	N	N	N	N	N	

FAO FESM requirements: GP. Leave No On Behind, Gender Equality and Social Inclusion, Accountability to Stakeholders ESS. 4 Decent work [& elements from ESS. 6 on Gender] vis-à-vis project's contractors						
ESS 4 Could the project positively or negatively affect working conditions, generate employment or provide work-related training or technical support? ESS 4.1 Could the project lead to work-related training, cash for work, or will the project employ people? Note that this question should be triggered by projects that involve construction activities. ESS 4.2 Could the project use, or operate in, a value chain where there have been reports of forced labour? Or will it work in areas with increased risk of forced labour e.g. crisis, fragile and conflict-affected area or a host community for internal migration or refugees? ESS 4.3 Could the project operate in a context or agricultural value chains (including fisheries) where there have been recent documented reports of child labour? ESS 4.4 Could the project: (a) operate in a sector, area or value chain where workers are typically exposed to Occupational Safety and Health (OSH) risks, and/or (b) implement activities, promote or use technologies or practices that pose OSH risks to workers such as farmers, fisherfolk, laboratory staff, animal health professionals, other workers or rural populations? ESS 6 Could the project positively or negatively affect people based on their gender, through activities or policy? ESS 6.1 Could the project lead to increased gender-based discrimination or inequalities?	N	N	N	N	N	
Theme 1.2. REDD+ strategies, plans and activities ensure health, safety and security conditions to all stakeholders involved in the implementation of REDD+ activities	N	N	N	N	N	

FAO FESM requirements: GP. Leave No On Behind, Gender Equality and Social Inclusion, Accountability to Stakeholders
ESS. 5. Community health, safety and security [& elements from ESS.6 Gender] vis-à-vis project's contractors

ESS 4 Could the project positively or negatively affect working conditions, generate employment or provide work-related training or technical support?

ESS 4.1 Could the project lead to work-related training, cash for work, or will the project employ people? Note that this question should be triggered by projects that involve construction activities.

ESS 4.2 Could the project use, or operate in, a value chain where there have been reports of forced labour? Or will it work in areas with increased risk of forced labour e.g. crisis, fragile and conflict-affected area or a host community for internal migration or refugees?

ESS 4.3 Could the project operate in a context or agricultural value chains (including fisheries) where there have been recent documented reports of child labour?

ESS 4.4 Could the project: (a) operate in a sector, area or value chain where workers are typically exposed to Occupational Safety and Health (OSH) risks, and/or (b) implement activities, promote or use technologies or practices that pose OSH risks to workers such as farmers, fisherfolk, laboratory staff, animal health professionals, other workers or rural populations?

N

N

N

N

N

ESS 6 Could the project positively or negatively affect people based on their gender, through activities or policy?

ESS 6.2 Could this project operate in a context with high risks of gender-based violence and discrimination against women and girls, such as in conflict situations, camps or shelters, areas where women's mobility is restricted, or with high numbers of poor female-headed households or unaccompanied minors?

ESS 6.3 How is the project planning to address Sexual Exploitation and Abuse (SEA) risks?						
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Annex 3. References and supporting documents regarding stakeholder engagement and consultations

A series of stakeholders' engagement reports, at the national and subnational level, detailing the objectives, methods and results of consultations undertaken throughout the REDD+ readiness phase, and which have largely informed this report, are detailed below.

It is worth noting, however, that challenges to consistently document these efforts persist and so many sources to references used in preparing this report may not have been available at the moment of writing. Systemic impact tracking and strengthening of institutional databases and monitoring systems will be further assessed and supported as part of the inception phase for this RBP. It is worth noting that, while PNG has undertaken a series of stakeholder engagement and consultation efforts in the context of its REDD+ readiness phase, there were a series of challenges to consistently document these efforts. Systemic impact tracking and strengthening of institutional databases and monitoring systems will be further assessed and supported as part of the inception phase for this RBP.

1. Mission Report: Strengthening Draft National Free, Prior and Informed Consent Guidelines for REDD+ in Papua New Guinea. UN-REDD Programme, 2013.⁵³

Provides an overview of the results of a technical mission to strengthen the draft FPIC guidelines and related supporting materials developed by OCCD for implementation of REDD+ Programmes in PNG. The included a series of interviews and focus group discussions in three pre-selected field sites: April Salumei in East Sepik Province and Central Suau in Milne Bay Province under the administrative control of Papua New Guinea Forestry Authority (PNGFA); and Tavolo Village in East New Britain, a Payment for Environmental Services (PES) trial project of FORCERT (Forest Management & Product Certification Service), a local not-for-profit service company. The mission conducted a rapid assessment and provides recommendations in terms of awareness raising; representation and participation; decision-making; documentation; grievances and disputes.

2. Gap Analysis of Existing Policies, Laws and Regulations. Towards the development of Social and Environmental Safeguards for REDD+ in Papua New Guinea. Final Draft, July 2014.⁵⁴ Prepared by OCCD with UNREDD's support, provides

⁵³ UN-REDD. 2013. Mission Report: Strengthening Draft National Free, Prior and Informed Consent Guidelines for REDD+ in Papua New Guinea. Available on: <https://pngreddplus.org/document/mission-report-strengthening-draft-national-free-prior-and-informed-consent-guidelines-for-redd-in-papua-new-guinea/>

⁵⁴ OCCD & UN-REDD. 2014. Gap Analysis of Existing Policies, Laws and Regulations. Towards the development of Social and Environmental Safeguards for REDD+ in Papua New Guinea. Final Draft. Available on: <https://pngreddplus.org/document/gap-analysis-of-existing-policies-laws-and-regulations/>

an overview on the national interpretation of Cancun Safeguards according to PNG's policy, legal and regulatory framework, which was informed by four regional workshops across the country.

3. REDD+ Free Prior Informed Consent Guidelines. Manus Field Test Report. 2014.⁵⁵

Presents the results of the field testing undertaken by OCCD and WCS between 25-29th May 2015 to field test the FPIC process through Ward Plan activity. While confirming the practical application of the guidelines, the field-testing underscored challenges persist in terms of competing land-use activities, ownerships and lack of capacity building.

4. REDD+ Free Prior Informed Consent Guidelines. Goroka, Eastern Highlands Province Field Test Report. 2015.⁵⁶

Presents the results of the final field testing of the Papua New Guinea REDD+ FPIC Guidelines at the Velotige Conservation Project, by OCCD field testing team within the Goroka District of the Eastern Highlands Provincial Administration in partnership with the Eastern Highlands Provinces (EHP) Natural Resources Division, the Conservation Partners of Papua New Guinea and the Customary Landowners and Communities of the Velotige Conservation Project with the support of the PNG UN-REDD Programme. This field test confirmed the practicality, relevance and effectiveness of the national FPIC guidelines, and highlights the importance appreciating the existent Matrilineal and Patrilineal societies within the rural areas of Papua New Guinea.

5. Summary Report Papua New Guinea Forest Authority Retreat. 2017.⁵⁷

Summarizes the results of a sector planning retreat focused on the strategic direction for the REDD+ Finance and Investment Plan (RFIP) under development, as part of early preparatory efforts to access RBPs under the GCF.

6. Stakeholder engagement mapping and analysis report. Development of REDD+ Stakeholder Engagement Plans in East New Britain, West New Britain and Madang Provinces of Papua New Guinea. December 2018.⁵⁸

Prepared by the Wildlife Conservation Society, presents the results of a thorough stakeholder engagement process across three provinces, involving over 800 stakeholders, including

⁵⁵ OCCD (Office of Climate Change and Development, now CCDA). 2015. REDD+ Free Prior and Informed Consent Guidelines. Manus Field Testing Report. Port Moresby, PNG. Available online: <https://pngreddplus.org/document/redd-free-prior-informed-consent-guidelines/>

⁵⁶ OCCD (Office of Climate Change and Development, now CCDA). 2015. REDD+ Free Prior and Informed Consent Guidelines. Goroka Eastern Highlands Field Testing Report. Port Moresby, PNG. Available online: <https://pngreddplus.org/document/redd-free-prior-informed-consent-guidelines-goroka-eastern-highlands-province-field-test-report/>

⁵⁷ PNGFA (Government of Papua New Guinea, PNG Forest Authority) 2018. Summary Report Papua New Guinea Forest Authority Retreat. Available on: <https://pngreddplus.org/document/forestry-retreat-final-reduced/>

⁵⁸ WCS (Wildlife Conservation Society). 2018. Stakeholder engagement mapping and analysis report. Development of REDD+ Stakeholder Engagement Plans in East New Britain, West New Britain and Madang Provinces of Papua New Guinea. Available on: <https://pngreddplus.org/document/stakeholder-engagement-mapping-and-analysis-report/>

from 18 rural communities. The report examines opportunities and challenges to foster participation through provincial engagement networks, outstanding concerns at the village level, and recommendations in terms of governance and capacity building.

7. Stakeholder engagement plan for REDD+ implementation. East New Britain Province. June 2019.⁵⁹ Funded by the FCPF and undertaken by WCS and partners, and overseen by CCDA and UNDP, plan further elaborates on a capacity development program for improved stakeholder efforts, customized to the provincial profile and prepared through participatory processes, engaging provincial stakeholders themselves, ensuring alignment to the social and cultural constructs, norms and practices found within each particular province.

8. Stakeholder engagement plan for REDD+ implementation. Madang Province. June 2019.⁶⁰ Funded by the FCPF and undertaken by WCS and partners, and overseen by CCDA and UNDP, plan further elaborates on a capacity development program for improved stakeholder efforts, customized to the provincial profile and prepared through participatory processes, engaging provincial stakeholders themselves, ensuring alignment to the social and cultural constructs, norms and practices found within each particular province.

9. Stakeholder engagement plan for REDD+ implementation. West New Britain Province. June 2019.⁶¹ Funded by the FCPF and undertaken by WCS and partners, and overseen by CCDA and UNDP, plan further elaborates on a capacity development program for improved stakeholder efforts, customized to the provincial profile and prepared through participatory processes, engaging provincial stakeholders themselves, ensuring alignment to the social and cultural constructs, norms and practices found within each particular province.

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

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11. the National FPIC Guidelines

⁵⁹ CCDA & WCS. 2019. Stakeholder engagement plan for REDD+ implementation. East New Britain Province. Available on: <https://pngreddplus.org/document/stakeholder-engagement-plan-for-redd-implementation-east-new-britain-province/>

⁶⁰ CCDA & WCS. 2019. Stakeholder engagement plan for REDD+ implementation. Madang Province. Available on: <https://pngreddplus.org/document/stakeholder-engagement-plan-for-redd-implementation-madang-province/>

⁶¹ CCDA & WCS. 2019. Stakeholder engagement plan for REDD+ implementation. West New Britain Province. Available on: <https://pngreddplus.org/document/stakeholder-engagement-plan-for-redd-implementation/>

⁶² CCDA. 2017. Situation Analysis for Improving Gender Inclusiveness and Participation in Papua New Guinea's National REDD+ Strategy and Policies. Available on: <https://pngreddplus.org/wp-content/uploads/2025/03/Gender-and-REDDplus-Executive-.pdf>

Additionally, the National FPIC Guidelines, issued by CCDA in 2021, can be found at the following link: https://pngreddplus.org/wp-content/uploads/2022/03/FPIC_Draft-National-REDD-FPIC-Guidelines_Clean_23032.pdf