



Independent final evaluation of the World Bank's Forest  
Carbon Partnership Facility REDD+ Readiness Project  
(Phase 1 and Phase 2)

**Final report**

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Dr Thomas Legrand and Dr Gae Gowae

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## Executive summary

Funded by the World bank and implemented by UNDP from 2015 to 2020 (in two phases), the Forest Carbon Partnership Facility (FCPF) REDD+ Readiness Project aimed at getting Papua New Guinea ready for implementing the REDD+.

The project's relevance has been assessed as very satisfactory as:

- The project is aligned with national strategies, PNG international commitments, in particular through the UNFCCC the Paris Agreement, the United Nations Development Assistance Framework (2018-2022) for PNG and UNDP Strategic plan.
- The project design is based on the lessons learnt from UN-REDD programme (2011 – 2017), which has been the main project supporting REDD+ readiness in the country prior to the FCPF projects.
- National ownership of the project is good, through the involvement of CCDA and PNGFA as national counterparts, the engagement of other key national agencies and of a wide range of stakeholders. CCDA has been associated to the management of the project, in particular thanks to the project team being housed in CCDA building and a system of pairing connecting each UNDP project's staff with a CCDA staff.

While the project was very ambitious, project delivery has been good, and its effectiveness can be deemed satisfactory. The REDD+ Warsaw framework is now in place in PNG enabling the country to effectively participate in REDD+. This includes:

- A National REDD+ Strategy (NRS), developed a highly participative, intersectoral and successful process, and endorsed by the National Executive Council in May 2017. A National REDD+ Finance and Investment Plan (NRFIP), aimed at turning the NRS into a more concrete, detailed and costed plan to implement, with responsibilities clearly defined and existing funding sources identified should be finalized by the end of 2020. While the NRFIP represents a good framework for future investments to align with, it does not provide a detailed step-by-step concrete and detailed approach for REDD+ implementation, as well as a thorough assessment of the feasibility of each activity.
- A Forest Reference Emissions Level (FREL) submitted to the UNFCCC in 2017, technically assessed by UNFCCC and resubmitted the same year. It provided the basis for the development of a REDD+ annex to Biennial Update Report (BUR) that has been submitted by the country to the UNFCCC in 2019. The data and information provided in this annex, which covers the 2014-2015 period, has been deemed compliant by the UNFCCC, which allows PNG to be eligible for Results-based Payments, for example under the GCF.
- A National Forest Monitoring Systems (NFMS), for which a web portal has been established. The NFMS should be strengthened in the future with new data from the National Forest Inventory and the remeasurement of Permanent Sampling Plots to improve accuracy of estimating GHG removal in degraded forest.

- A Summary of Information (SOI) on safeguards, together with a National Safeguards Information System (SIS), which have been endorsed by the National Executive Council in November 2020, as well as the guidelines for a Grievance and Redress Mechanism (GRM).

National REDD+ management arrangements are not fully in place with the absence of a national REDD+ Steering committee. However, the project has successfully engaged, informed and built the capacities of key stakeholders and supported a real improvement in cross-sectoral coordination between key national agencies.

The project has supported significant policy reforms, for which the technical work should be finalized by the end of 2020. These reforms aimed at aligning the land use legislative and policy frameworks (climate change, forestry, land use) with the National REDD+ Strategy. Their adoption could represent historical progress.

Despite some delays due to COVID 19 outbreak and political reasons, and the fact that some works have not yet produced the expected results (e.g. PNG Palm Oil Platform), project's efficiency is deemed satisfactory. This is due to good adaptive project management, the quality of staffs and experts mobilized, in particular the Chief Technical Advisor, effective partnerships and coordination with key stakeholders. However, gender has not been sufficiently mainstreamed in REDD+ (NRS and NRFIP).

The sustainability of the project is likely in the sense that REDD+ readiness is formally achieved and that some individual and institutional capacities have been built. It is estimated that the NRFIP implementation requires to double the current level of funding of REDD+ activities and provide over than USD 100 million per year. The project has been able to raise funding for the continuation of some activities, in particular through:

- The "Establishing systems for sustainable integrated land-use planning across New-Britain Island in Papua New Guinea" project (USD 10.7 million mobilized from GEF and USD 49 million from other partners), whose implementation should start in mid-2021 and allow FCPF work in East and West New Britain to continue through a smooth transition.
- The USD 5.4 million project "Strengthening Integrated Sustainable Landscape Management in Enga Province Papua New Guinea" funded by the European Union

Other opportunities of funding are also being pursued, such as Results-Based Payment by the Green Climate Fund for the REDD+ results achieved by PNG during the 2014-2015 period. The revised Climate Change Management Act (CCMA) could also establish significant sources of funding for REDD+, in a context where public budgets are tightened. However, the transition towards REDD+ implementation has not been sufficiently prepared and the potential lack of external support to help steer the REDD+ process will certainly be challenging.

In fact, despite the project's overall success, much remains to be done to ensure the success of REDD+ implementation in the country. The REDD+ implementation framework (benefit sharing distribution system, financial mechanism, REDD+ fund, registry, etc.) is still incipient and important questions remain on how to operationalize REDD+ and bring tangible benefits to landholders at the local level.

The following recommendations are proposed to support the REDD+ process in PNG:

1. Develop a formal exit strategy, with a clear action plan and priorities to support the REDD+ process, and strategies to support institutional memory, continuation of activities and staffs (for example through the GEF 7 project). The present final evaluation of the project offers the basis to do that.
2. Restructure CCDA REDD+ team for the next phase of the REDD+ process: implementation.
3. Complete some readiness work, in particular the REDD+ implementation framework (BSDS, financial mechanism, establishment of a REDD+ fund with a potential support from UNDP Multi-Partner Trust Fund Office, establishment of a REDD+ registry with FAO support, etc.) and NFI/PSP remeasurement, and legalize the technical works through regulations and guidelines for REDD+ implementation.
4. Develop step by step approach to REDD+ implementation and ensure implementation by all agencies.
5. Develop gender guidelines for REDD+ implementation.
6. Strengthen engagement with pilot projects and local level to favor learning and operationalization of REDD+ processes.
7. Support the completion of policy, laws and regulation works and in particular on oil palm, agricultural and conservation, forestry, land and climate policies.
8. Support a better integration of NRS and NRFIP into MTDP IV, sectoral and provincial development plans.
9. Strengthen REDD+ governance, through the establishment of the NRSC (particularly important as the PEB will no longer function) and of cross sectoral coordination mechanisms in provinces with due care to avoid duplications (including through potential integration of the Provincial Forest Management Committees).
10. Support strengthening of civil society and its coordination.
11. Raise funds for REDD+ implementation.

## Acronyms and Abbreviations

AWP	Annual Workplan
BUR	Biennial Update Report
CCDA	Climate Change and Development Authority
CCMA	Climate Change Management Act
CEPA	Conservation & Environment Protection Authority
CTA	Chief Technical Advisory
DAL	Department of Agriculture and Livestock,
DLPP	Department of Lands and Physical Planning
DNPM	Department of National Planning and Monitoring
EU	European Union
FA	Forest Authority
FIA	Forest Industries Association
FCPF	Forest Carbon Partnership Facility with the World Bank
FREL	Forest Reference Emissions Level
GCF	Green Climate Fund
GEF	Global Environment Facility
GGGI	Global Green Growth Institute
GRM	Grievance and Redress Mechanism
MTR	Mid Term Review
M&E	Monitoring and Evaluation
NBPOL	New Britain Palm Oil Limited
NDC	Nationally Determined Contribution
NFI	National Forest Inventory
NFMS	National Forest Monitoring System
NIM	National Implementation Modality
NRSC	National REDD+ Steering Committee
OCCD	Office of Climate Change and Development
OPIC	Oil Palm Incorporation
PEB	Project Executive Board
PMU	Project Management Unit
PNG	Papua New Guinea
PNGPOP	Papua New Guinea Palm Oil Platform
POPP	Programme and Operations Policies and Procedures
PSP	Permanent Sample Plots
REDD+	Reduced emissions from deforestation and forest degradation in developing countries, and the role of conservation, sustainable management of forests, and enhancement of forest carbon stocks
NCCB	National Climate Change Board
NRFIP	National REDD+ Finance and Investment Plan
OCCD	Office of Climate Change and Development
PNGFA	Papua New Guinea Forest Authority
SDG	Sustainable Development Goal
SES	Social and Environmental Standards

SESP	Social and Environmental Screening Procedure
SIS	Safeguards Information System
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
SOI	Summary of Information
STaRS	Strategy for Responsible Sustainable Development
TNC	The Nature Conservancy
TWC	Technical Working Committee
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFCCC	United Nations Framework Convention on Climate Change
UNRE	University of National Resource & Environment
UN-REDD	United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
USAID	United States Agency for International Development
WCS	World Conservation Society

## I. The REDD+ process in PNG and the FCPF Readiness Project

1. PNG has a significant area of intact and highly diverse tropical forest covering 77.8% of the country's 46.9m ha of land. Together with the forest of West Papua (Island of New Guinea) they represent one of the largest areas of intact tropical forest in the world. These forests are critical to the livelihoods and economy of the country, as commercial logging has long played a central role in the national economy.
2. Efforts towards economic development (+ 6% on average since 2000) and a rapidly growing population (+ 3.1% per year) have laid to significant forest losses over the last decades. While some of these impacts are unavoidable, others are excessive and the Government of Papua New Guinea has started efforts towards reducing them, through the implementation of the UNFCCC REDD+ mechanism.
3. REDD+ readiness funding in PNG aimed at engaging key stakeholders and supporting the development of key elements of the Warsaw framework on REDD+ – including a national REDD+ strategy, a forest reference emissions level (FREL), a national forest monitoring system (NFMS) and a safeguards information system (SIS) – so that the country can effectively participate in the REDD+ mechanism.
4. Building on and complementing initial works by the UN-REDD programme from 2011 to 2017, the World Bank-funded FCPF REDD+ Readiness Project has been implemented in Papua New Guinea (PNG) since March 2015 and will end in December 2020.
5. The first phase of the project (FCPF project I) lasted from March 2015 to December 2018 with a US\$ 3.8 million budget. Since the UN-REDD Programme was mainly focused on NFMS and FREL/FRL, the FCPF project I focused on establishing capacities for efficient management of REDD+ and the National REDD+ Strategy. Consequently, it pursued the following two outcomes:
  - Outcome 1: Capacities exist for effective and efficient management of REDD+, including full and effective participation of all relevant stakeholders;
  - Outcome 2: The National REDD+ strategy.
6. The decision to fund the second phase was taken on the basis of a mid-term review of the phase 1 of the project conducted in 2016 – 2017. With a US\$ 5 million budget, FCPF project II is being implemented for the period 2018 – 2020. It has the following outcomes:
  - Outcome 1: Capacities exist for effective and efficient management of REDD+, including full and effective participation of all relevant stakeholders;
  - Outcome 2: Endorsement of PNG's National REDD+ Strategy and National REDD+ Finance and Investment Plan (NRFIP);
  - Outcome 3: Sub-national stakeholders have capacity for REDD+ planning;
  - Outcome 4: Capacities exist for NFMS and FREL management and development.

7. Both projects were implemented by UNDP Country office in PNG under support to National Implementation Modality (NIM). The lead implementing agencies were the Office of Climate Change and Development (OCCD) for the first phase and the Climate Change and Development Authority (CCDA) for the second phase<sup>1</sup>, while PNG Forest Authority (PNGFA) acted as the responsible party.

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<sup>1</sup> OCCD became CCDA under the Climate Change (Management) Act 2015.



## II. The evaluation methodology

### A. Objective

8. As the project is now coming to an end, this final evaluation assesses the results achieved (direct and indirect, intended or not) and the project's performance. The evaluation pays special attention to gender and human rights considerations and follows a forward-looking approach: it is hoped that the findings, lessons learnt and recommendations will help UNDP and the Government of PNG to improve their work in the future.

### B. Evaluation criteria

9. The project's performance is assessed in terms of relevance, effectiveness, efficiency, and sustainability, in line with UNEG Norms & Standards and UNDP Evaluation Guidelines, with a grade assigned to each criterion. Annex 1 presents the main questions associated with each evaluation criteria.

### C. Methodology

10. The evaluation methodology is based on documents review and 46 semi-structured interviews with a wide range of stakeholders – including UNDP and CCDA staffs, representatives of key government agencies, donors, civil society, including customary landholders, private sector and the academia. Annex 2 presents the list of stakeholders interviewed.
11. One specific challenge this final evaluation faced was that many projects' outputs are still to be produced by the end of the year and the evaluation team had to rely on draft documents for its assessment. It is yet unclear how some important issues (e.g. legal reforms, REDD+ guidelines, benefit sharing distribution systems, etc.) will be treated.
12. The evaluation has been carried out by an international and a national consultant between September and November 2020. Due to the COVID-19 pandemics, the international consultant has not travelled to PNG. Field visits have been carried out by the national consultant in each of the three provinces – East New Britain, West New Britain and Madang – where the project was implemented.
13. A final workshop has been held on-line to comment and discuss the draft final report.

### III. Findings

#### A. Relevance

14. *“Relevance concerns the extent to which a development initiative and its intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries”* (UNDP 2009). The relevance of the project is assessed as **very satisfactory**.
15. The project is aligned with:
  - National strategies, in particular:
    - o The Vision 2050, which foresees the conservation of 70% of PNG’s forest for carbon purposes;
    - o The Medium Term Development Plan III (2018-2022) and its key result area 7. “Responsible sustainable development”;
    - o The National Strategy for Responsible Sustainable Development for Papua New Guinea (STaRS) and its associated Green Growth Framework;
    - o The Nationally Determined Contribution (NDC), the Climate Response Roadmap (SDG13), the National Climate Change Action Plan, the Climate Change Management Act and the Implementation Act of Paris Agreement.
  - PNG international commitments, in particular through the UNFCCC the Paris Agreement;
  - The United Nations Development Assistance Framework (2018-2022) for PNG, in particular its outcome 3 “Sustainable management of natural resources, biodiversity conservation, strengthened climate and disaster resilience” and the UNDP Strategic plan, especially its Signature Solution 4 "Promote nature-based solutions for a sustainable planet".
16. The project design is based on the lessons learnt from UN-REDD programme (2011 – 2017), which has been the main project supporting REDD+ readiness in the country prior to the FCPF projects. These lessons have been gathered through a national workshop and the project final evaluation. They have been in general well considered in the FCPF project. However, some recommendations, including from the project Mid Term Review (MTR) have not been sufficiently addressed (e.g. establishment of NRSC, co-financing formalized in project document, minutes of PMU meetings).
17. National ownership of the project is good, through the involvement of CCDA and PNGFA as national counterparts, the engagement of other key national agencies and of a wide range of stakeholders. CCDA has been associated to the management of the project, in particular thanks to the project team being housed in CCDA building and a system of pairing connecting each UNDP project staff with a CCDA staff. A pool of local experts has been set up to support the project implementation.

18. The Government has selected three provinces for the project to build the capacity for REDD+ implementation: Madang, East New Britain and West New Britain. This selection seems relevant and was based on the presence of forest cover loss hotspots, previous work done, private sector activity, and ongoing development interventions.
19. The development of a concrete implementation framework (benefit sharing distribution system, financial mechanism, REDD+ fund, registry, etc.) is needed to ensure the relevance of the REDD+ readiness work for REDD+ implementation at the local level.

## B. Effectiveness

20. *“Effectiveness is a measure of the extent to which the initiative’s intended results (outputs or outcomes) have been achieved or the extent to which progress toward outputs or outcomes has been achieved”* (UNDP 2009). While the project was very ambitious, project delivery has been good, and its effectiveness can be deemed satisfactory. The REDD+ Warsaw framework is now in place in PNG with the development of a National REDD+ Strategy (NRS), a Forest Reference Emissions Level (FREL), a National Forest Monitoring System (NFMS) and a Summary of Information (SOI) on safeguards.
21. The second phase of the project added two more outcomes (on subnational capacities and NFMS/FREL) to the initial two outcomes of the first phase of the project (on national capacities and REDD+ strategy) that were continued during the second phase. This assessment is presented following FCPF readiness assessment framework and is structured around five components: readiness organization and consultation, REDD+ strategy preparation, Reference Emissions Level, National Forest Monitoring System and safeguards.

### ➤ Readiness organization and consultation

22. National REDD+ Management arrangements are not fully in place. The project has revised the terms of references and mobilize three Technical Working Committees (TWC) including representatives from different stakeholders for (i) REDD+ strategy, (ii) FREL and NFMs, (iii) Safeguards. The National REDD+ Steering Committee (NRSC) have not yet been established, as initially planned in the project, though its terms of references have been developed. It is expected that the revised Climate Change Management Act will empower the Climate Change board to establish the NRSC. The project has supported the organizational restructuring and strengthening of CCDA but CCDA capacities have suffered from budget cuts put in place since 2018.
23. REDD+ management arrangements have started to be established, without being yet operational, in three pilot provinces: East New Britain, West New Britain and Madang. Multisector coordination mechanisms for REDD+ have started to be created in some of the three provinces: a Provincial Climate Change Committee has been established in Madang in

2007 and such committee is in the process of being created in West New Britain and East New Britain<sup>2</sup>. Nevertheless, in Madang it is not able to function effectively and give guidance for example on the forest plans. Technical Working Groups integrated by all relevant stakeholders have been established for the elaboration of the Provincial Forest Plans. New administrative divisions in charge of REDD+ have been established: the Forest and Environment Unit in East New Britain and Environment and Climate Change Unit in West New Britain, while a Climate Change unit is planned to be established in Madang, together with an Environment & Conservation Unit and a Forestry Unit. This will complement the existing natural resources unit in Madang.

24. The project has supported a real improvement in cross-sectoral coordination between key national agencies. This is often perceived as a unique successful experience in the country's recent history. Government agencies, such as CCDA and PNGFA, have seen their mandates in relation to REDD+ clarified, which should be reflected in the CCMA and forest act revisions. The project has also secured the engagement in REDD+ of different sectors such as forestry, agriculture and land through targeted supports and action plans. Engagement with the conservation sector (CEPA) has been slightly less effective.
25. Stakeholders' engagement, in particular at the national level, has been successfully sustained, providing legitimacy to the work of the project. It has been supported by an initial mapping of key stakeholders and a stakeholder's engagement plan. Gender-inclusive REDD+ stakeholder engagement plans have been developed for the three provinces in order to support the full and effective participation of key stakeholders in the implementation of PNG's National REDD+ Strategy. However, they have not been clearly endorsed by the provinces.
26. Though this is not an easy task, the project has missed the opportunity to strengthen civil society coordination that has been undermined by the disappearance of the eco-forestry forum. The project would also have benefitted from further engaging representatives of civil society from the local level, rather than relying to a large extent to representatives at the national level.
27. Stakeholders' capacities on REDD+ has been built through extensive consultations and trainings. 8 REDD+ Experts training have been conducted since 2015 in the regions with a total of 620 Participants (37% female). The different consultations and other capacity building programmes at the national and provincial levels have involved 1400 participants (35% female)<sup>3</sup>. While the priority has been given to national activities, regional consultations have also been held for different activities such as the National REDD+ Strategy, the National REDD+ Finance and Investment Plan (NRFIP). Institutional capacities have also been built for key national agencies such as CCDA and PNGFA through their involvement in the project.
28. Communication, information and transparency is generally perceived as adequate. A communication and knowledge management strategy has been developed and implemented

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<sup>2</sup> In East New Britain, a Building Resilience to Climate Change Committee (BRCCC) is operational.

<sup>3</sup> Among these numbers, many are of course the same people participating in a different event.

with a primary focus on the national level. A national REDD+ website<sup>4</sup> has been established, as well as social media channels. A REDD+ logo and REDD+ brand guidelines have been developed, together with a wide range of communication materials (posters, videos, calendars, tee-shirts, hats, etc.). The project has built the capacity of local journalists and has kept them informed about the REDD+ process.

➤ REDD+ strategy preparation

29. The project has supported the development of PNG's National REDD+ Strategy (NRS), its endorsement by the National Executive Council in May 2017 (NEC Decision №126.2017), its official launching in October 2017 and its submission to the UNFCCC. The elaboration of the strategy has been a highly participative, intersectoral and successful process.
30. The NRS has not been sufficiently integrated into the Medium Term Development Plan III (2018-2022) and is yet to be mainstreamed in sectoral plans. CCDA has missed the opportunity for better inclusion of REDD+ in MTDP though the process of its revision that have been held between June and October 2020.
31. A National REDD+ Finance and Investment Plan (NRFIP) aims at turning the NRS into a more concrete, detailed and costed plan to implement, with responsibilities clearly defined and existing funding sources identified. Its elaboration was initiated in 2017 and suffered important delays, which has resulted in loss of momentum. It is expected to be finalized by the end of 2020. While the NRFIP represents a good framework for future investments to align with, it does not provide a detailed step-by-step concrete and detailed approach for REDD+ implementation, as well as a thorough assessment of the feasibility of each activity. Its elaboration has suffered from the lack of data and the weakness of existing strategic sectoral plans.
32. Based on UNDP's Social and Environmental Screening Procedure (SESP) applying UNDP's Social and Environmental Standards (SES), a draft Environmental and Social Management Framework (ESMF) has been developed as part of a UNDP proposal to the GCF to support the implementation of the NRS. It has not been much integrated to the current version of NRFIP, which lacks an assessment of the risks and mitigation measures associated with each investment.
33. The project was very ambitious in aiming at supporting policy reforms in all key REDD+ sectors (protected areas, climate change, forestry, agriculture, land-use). While the project has not been able to catalyze all these reforms, it has supported through, technical expertise and consultations, significant policy reforms, for which the technical work should be finalized by the end of 2020. These reforms aimed at aligning the land use legislative and policy frameworks (climate change, forestry, land use) with the National REDD+ Strategy. Their adoption could represent historical progress.

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<sup>4</sup> <http://pngreddplus.org.pg/>

34. The project has supported the revision of the Climate Change Management Act (CCMA). A certificate of necessity was received in August 2020 and a CCMA amendment bill is expected to be passed and endorsed by end of 2020. The draft CCMA amendment bill that has been communicated to the evaluation team include dispositions related to funding levies, charges and taxes. Though they have the potential to provide necessary resources to respond to climate change, some of these dispositions may not be supportive of REDD+ (e.g. taxing fertilizers while they are needed to increase agricultural productivity) and other climate efforts (e.g. article 38 establishing a 7% fee on all climate-related investments, including donors' projects, which does not seem realistic). The project has also supported the revision of the country's NDC and the elaboration of PNG SDG13 Climate Roadmap.
35. PNG's National Sustainable Land Use Policy, whose development the project has supported, is expected to be submitted to National Executive Council for endorsement before end of 2020. This is a significant achievement as the policy framework on land use has not changed for three decades.
36. The project has also supported the revision of the Forest Act that should be finalized by the end of 2020 and submitted to the National Executive Council for endorsement. The last revision of the forest act was in 1991. One of the main objectives was to integrate sustainable forest management considerations as the Act was until now very much focused on timber harvesting and log exports (logging).
37. Another key milestone for the country is the development, with the project's support, and endorsement by the National Forest Board in May 2020 of the PNG's Guidelines on Provincial Forest Plans (PFP). It aims to guide provincial governments and stakeholders to use forest and land resources sustainably. It allows for climate change and REDD+ integration into forest planning at the sub-national level and building the National Forest Plan from the bottom up. As part of the project, the guidelines will be trialed in three target provinces of West and East New Britain and Madang before the end of 2020.
38. The country decided in 2012 to progressively ban log exports and increase downstream processing of timber, a decision whose implementation is still being discussed. The project has supported this policy initiative through its support to a national forest summit and a scenario analysis for the forest sector.
39. The project has partnered with the UNDP's Green Commodities Programme (GCP) to support the GoPNG to strengthen its approach to sustainable palm oil development. Consultations and extensive technical works have been carried out to develop a policy submission, proposing:
  - The establishment of a PNG Multi-stakeholder Palm Oil Platform (PNGPOP);
  - The Issuance of a Declaration on Sustainable Palm Oil for PNG;
  - The development of a sustainable oil palm policy.However, due to changes in government and gaps in high level support, the process has been delayed for more than two years. It seems there is still a possibility for the policy to be

endorsed in the short term, which would affirm the Government of PNG's commitment to a sustainable oil palm sector.

40. Because of limited capacities and the need for prioritization, it has not been possible for the project to support other policy reforms in the agricultural sector, which are needed. The development of a protected area bill has been mainly supported by another project.
41. One main shortfall of the project has to do with the REDD+ implementation framework. No REDD+ Fund (mentioned in the project document), financial mechanism and registry are yet in place in the country, though some reflections have been developed on these matters. The draft revised CCMA proposes to establish the climate resilience and green growth trust fund, whose mandate would cover REDD+ activities<sup>5</sup>, as well as a national registry for emissions reductions project. The project has supported the development of a Benefit Sharing Distribution System (BSDS), for both the national and project approaches, which should be adopted by the end of the year. However, this has been a very challenging issue and the system may require more specifications to be fully operational. National REDD+ guidelines are also being revised to ensure REDD+ project compliance with Cancun safeguards and PNG approach in terms of FPIC, GRM and BSDS. They will need to be legalized. The country has not resolved the question of who owns the carbon. Reflections on how to nest REDD+ projects within national or subnational approaches have been developed, but it is not clear yet if they will be fully elaborated by the end of the project. A key aspect is the need to align national and project baselines, as well as MRV systems, to prevent carbon projects to illegitimately claim ownership of much of the REDD+ results achieved at the national level.
42. Though they were expected outputs of the project, the Provincial REDD+ Action Plans have not been developed. The rationale for this decision is based on lessons learnt from other countries (e.g. Vietnam), which has led to prioritize mainstreaming REDD+ in provincial development plans. This has not been the case for the provincial development plans of the three pilot provinces, but for their provincial forest plans.

➤ Reference Emissions Level

43. With support from the project, a Forest Reference Emissions Level (FREL) has been submitted to the UNFCCC in 2017, technically assessed by UNFCCC and resubmitted the same year<sup>6</sup>.
44. A Biennial Update Report (BUR) has been submitted by the country in 2019. The project has supported the development of a REDD+ annex, being the eight country in the world to submit such annex, which allows PNG to be eligible for Results-based Payments, for example under the GCF. The data and information provided in this annex, which covers the 2014-2015 period, has been deemed compliant by the UNFCCC.

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<sup>5</sup> However, it seems that a more recent decision is to establish a biodiversity and climate fund that would channel REDD+ finance.

<sup>6</sup> <https://redd.unfccc.int/submissions.html?country=png>

### ➤ National Forest Monitoring System

45. The project has supported the development of deforestation maps and analyses using open foris collect earth, a tool developed by FAO. Activity data and emissions factors used have been improved, including through the National Forest Inventory (NFI), which has included also soil carbon and biodiversity measurements in addition to above-ground biomass measurements. Supported by the project (though the major donor for NFI has been the European Union), the NFI has allowed to develop lot of scientific research that should be published as a special issue in a scientific journal. However, much remains to be done in terms of NFI to improve credibility and accuracy of data: only 10% (32) of the necessary sample plots have been assessed<sup>7</sup>. Moreover, though it was an expected output of the project, no progress has been made on the re-measurement of Permanent Sampling Plots to improve accuracy of estimating GHG removal in degraded forest. This is necessary to be able to consider the annual carbon gains in degraded (formerly logged) forests, which could incentivize actions to support this natural regeneration.
46. The project has supported the establishment of a web portal<sup>8</sup> for its National Forest Monitoring System (NFMS), which provides transparency by allowing the public to access key information regarding the country's forests.

### ➤ Safeguards

47. Based on a specific roadmap, a National Safeguards Information System (SIS) has been developed and endorsed by the National Executive Council in November 2020 (NEC Decision №34.2020). A SIS website has been developed<sup>9</sup>, together with a database. Standard procedures to maintain the website and database, collate information, and assess implementation of the Cancun safeguards have been developed. A Summary Of Information (SOI) on safeguards have also been developed and endorsed by the National Executive Council (NEC Decision №34.2020). The NRFIP has an estimate of the resources needed to implement the SIS but a more detailed and costed action plan is needed.
48. Guidelines for a Grievance and Redress Mechanism (GRM) have been developed, which aims at building on existing systems and rely on different focal points in sectors and provinces. Consultation and feedbacks from suggested focal points have been limited, which raises questions on its operationalization.
49. The table below presents the overall progress of the country in terms of REDD+ readiness according to the FCPF readiness assessment framework. While the FCPF project has been

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<sup>7</sup> It was initially estimated that the NFI would assess some 1,000 plots but initial results collected on 32 plots indicate that assessing some 300 plots would be enough.

<sup>8</sup> <http://png-nfms.org/portal/>

<sup>9</sup> <https://pngsis.org/sis/>



central in developing the country’s REDD+ readiness, the achievements mentioned in this table go beyond its sole scope and include also achievement from other projects such as the UN-REDD programme (2011-2017) or funding by the European Union for the National Forest Inventory.

Table 1- Readiness assessment

Complete	The sub-component has been completed
Significant progress	
Progressing well, further development required	
Further development required	
Not yet demonstrating progress	
N/A	The sub-component is not applicable to our process

Sub-component	Progress rating (mark ‘X’ as appropriate)	Narrative assessment (briefly explain your rating)
<b>R-PP Component 1: Readiness Organisation and Consultation</b>		
<b>Sub-component 1a:</b> National REDD+ Management Arrangements	Complete	
	Significant progress	
	Progressing well, further development required	X
	Further development required	
	Not yet demonstrating progress	
	N/A	
REDD+ management arrangement are only partially operational. CCDA coordinates REDD+ activities in close collaboration with PNGFA using Technical Working Committees (TWC) that favor cross-sectoral coordination and the involvement of all relevant stakeholders. The REDD+ National Steering Committee have not yet been established. This should be done by the National Climate Change Board (NCCB)		

<b>Sub-component</b>	<b>Progress rating</b> (mark 'X' as appropriate)		<b>Narrative assessment (briefly explain your rating)</b>
			<p>that will be created through the revised Climate Change (Management) Act 2015.</p> <p>These arrangements have proved to support effectiveness, transparency and accountability. Guidelines for a Grievance and Redress Mechanism (GRM) has been developed but the mechanism is not yet operational.</p>
<b>Sub-component 1b:</b>  Consultation, Participation and Outreach	Complete		<p>The REDD+ process has effectively engaged, consulted and informed the relevant stakeholders. A national REDD+ website<sup>10</sup> has been established. Civil society coordination is still deficient, as well as the direct participation of local Civil Society Organization. Gender-disaggregated data on participation are monitored.</p>
		X	
	N/A		
<b>R-PP Component 2: REDD+ Strategy Preparation</b>			
<b>Sub-component 2a:</b>  Assessment of Land Use, Land Use Change Drivers, Forest Law, Policy and Governance	Complete	X	<p>The National REDD+ Strategy is based on an effective assessment and prioritization of land use, land use change drivers and barriers to REDD+ activities. Together with the National REDD+ Finance and Investment Plan to be finalized and endorsed soon, they include action plans to address them through policies, laws, regulations and investments.</p>

<sup>10</sup> <http://pngreddplus.org.pg/>

Sub-component	Progress rating (mark 'X' as appropriate)		Narrative assessment (briefly explain your rating)
	N/A		
<b>Sub-component 2b:</b> REDD+ Strategy Options	Complete	X	The National REDD+ Strategy (NRS) was adopted in 2017 and will be soon completed by a National REDD+ Finance and Investment Plan. The two documents are based on a selection and prioritization of strategic options with an assessment of their costs, and benefits. They lack a thorough assessment of the feasibility, associated with each strategic option. The implications of strategy options on existing sectoral policies have been identified, action plans to address them developed.
	N/A		
<b>Sub-component 2c:</b> Implementation Framework	Complete		The REDD+ implementation framework is still largely under development. No REDD+ Fund, financial mechanism and registry are yet in place in the country. A Benefit Sharing Distribution Systems (BSDS) for both national and project approaches is under development and should be adopted by the end of the year. However, the system may require more specifications to be more fully operational. National REDD+ guidelines are also being revised to ensure REDD+ project compliance with Cancun safeguards and PNG approach in terms of FPIC, GRM and BSDS. Reflections on how to nest REDD+ projects within national or subnational approaches have been developed, but it is not clear yet if they will be fully elaborated by the end of the project. A key aspect is the need to align national and project baselines, as
		X	
	N/A		

<b>Sub-component</b>	<b>Progress rating</b> (mark 'X' as appropriate)		<b>Narrative assessment (briefly explain your rating)</b>
			well as MRV systems. Some major policy reforms are about to be enacted (forest act, climate change management act, sustainable land use policy) or have been enacted (provincial forest plans guidelines).
<b>Sub-component 2d:</b> Social and Environmental Impacts	Complete		The operationalization of Cancun safeguards in PNG have been assessed and a Draft Environmental and Social Management Framework has been developed as part of a UNDP proposal to the GCF to support the implementation of the NRS. This work has not been much integrated to the NRFIP, which lacks an assessment of the risks and mitigation measures associated with each investment.
	X		
	N/A		
<b>R-PP Component 3: Reference Emissions Level/Reference Levels</b>			
<b>Component 3:</b> Reference Emissions Level/Reference Levels	Complete	X	a Forest Reference Emissions Level (FREL) has been submitted to the UNFCCC in 2017, technically assessed by UNFCCC and resubmitted the same year.  A Biennial Update Report (BUR) has been submitted by the country in 2019. It includes a REDD+ annex, which covers the 2014-2015 period and has been deemed compliant by the UNFCCC.
	N/A		
<b>R-PP Component 4: Monitoring Systems for Forests and Safeguards</b>			

Sub-component	Progress rating (mark 'X' as appropriate)		Narrative assessment (briefly explain your rating)
<b>Sub-component 4a:</b> National Forest Monitoring System	Complete	X	The country has developed and applied a methodology for its national forest monitoring system that has been deemed compliant by the UNFCCC. The results are accessible through a NFMs web portal.
			A methodology for the national forest inventory has also been developed and applied but only 10% of the necessary sample plots have been assessed. Remeasurement of Permanent Sampling Plot to improve accuracy of estimating GHG removal in degraded forest have not been carried out. This is necessary to be able to consider the annual carbon gains in degraded (formerly logged) forests, which could incentivize actions to support this natural regeneration.
	N/A		
<b>Sub-component 4b:</b> Information System for Multiple Benefits, Other Impacts, Governance, and Safeguards	Complete	X	Based on a specific roadmap, a National Safeguards Information System (SIS) has been developed. It identifies institutional roles and responsibilities, as well as the resources needed (costed in NRFIP). A SIS website has been developed <sup>11</sup> , together with a database. Standard procedures to maintain the website and database, collate information, and assess implementation of the Cancun safeguards have been developed. A Summary of Information (SOI) on safeguards have also been developed.
	N/A		

<sup>11</sup> <https://pngsis.org/sis/>

### C. Efficiency

50. *“Efficiency measures how economically resources or inputs (such as funds, expertise and time) are converted to results”* (UNDP 2009). Important resources – USD 8.8 million – time (5 years) and expertise have been used by the project and converted into significant results. Some works have not yet produced the expected results (e.g; PNGPOP, UNDP concept note to the Green Climate Fund), other works could have been carried out in a more cost-effective way (e.g. retreats in provinces, REDD+ trainings), but overall the project’s efficiency is deemed **satisfactory**.
51. The quality of the work is in general good, in particular on FREL, NFMS, safeguards, capacity-building and REDD+ institutional arrangements. The RFIP should have provided a more concrete and detailed action plan to implement REDD+. While the number of workstreams and outputs produced as part of the REDD+ process is impressive, the different workstreams have not always been well integrated together. For example, the environmental and social management framework has not been well integrated into the NRFIP.
52. There has been some delay in the implementation of the project, in particular due to the COVID-19 outbreak in 2020, which has significantly affected the capacity of the project to convene physical workshops and advance some activities such as the Provincial Forest Plan in West New Britain or the NRFIP. Almost all project activities were converted to online discussions and webinars as a response to the State of Emergency declared by the Government of PNG which required government employees to work from home. However, to accelerate project delivery and effective communications, a number of technologies such as Zoom, DocuSign, Microsoft Teams has been applied by project. In addition to COVID 19, NRFIP has also suffered important delays due to the lack of data, the weaknesses of sectoral strategic plans, and the focus on parallel workstreams such as project development. Some works have also been delayed due to political reasons, including the PNGPOP and the review of the forest act, and the elaboration of the sustainable land use policy.
53. The quality of staffs and experts mobilized has been in general good. Partnerships with FAO or GCP for example have allowed to mobilize the necessary expertise. The outstanding contribution of the Chief Technical Advisor has been noted by many observers who think it has been critical for the success of the project, by facilitating the cooperation of the different stakeholders. While capacity-building has been an important focus of the project, the lack of capacity of public agencies which are understaffed have been a key constraint to advance some works (e.g. CCDA for example for setting up the NRSC, the Department of Lands and Physical Planning for the Sustainable Land Use Policy), which has been exacerbated by budget cut since 2017. The continuity of consultants, for example on safeguards or NRS / NRFIP/ project proposal, throughout the project has impacted positively its efficiency.

54. Decision-making in the Project Executive Board (PEB) has been transparent and effective, with many stakeholders invited as observers and minutes elaborated. However, the PEB composition, which has varied over time, did not respect what was indicated in the project documents and could have been improved. In fact, as the agency in charge of implementing outcome 4 of the FCP project phase II, FAO should arguably have been part of the PEB, which was not the case. Likewise, the PEB was supposed to meet twice a year and met only once every year. More frequent meetings could have helped to strengthen ownership and accountability of the different organizations involved and their involvement in steering the project. The PEB has approved annual work plan and budgets, but some changes in the project's outputs (e.g. not to develop Provincial REDD+ action plans) are not mentioned in the PEB minutes. The PEB has also discussed the project's progress, challenges and lessons learnt and provided recommendations to steer the project implementation.
55. The project has been well-managed, with good practices implemented in terms of planning and budgeting, risk management, monitoring and reporting, as well as compliance. Adaptive management has allowed to be flexible and responsive enough to seize opportunities and build synergies with other works, for example in relation to policy reforms and fundraising. The UNDP concept note for the GCF on REDD+ implementation has been abandoned at an early stage (concept note) as the prospect of success was not good and the project has focused instead on getting GEF7 and EU funding for REDD+-relevant activities, which was successful. The development of REDD+ provincial action plans have also been deemed unnecessary and abandoned. The project's results framework, in particular for the second phase, has been sometimes too qualitative to effectively assess progress, but has allowed for adaptive management. The MTR recommended to formalize PMU meeting minutes, which has not been fully implemented, the project team relying rather on emails and weekly priorities.
56. Coordination with different government agencies has been exceptionally effective in the context of PNG. The NRS process made very clear connection with the different sector agencies. The organization of sectoral retreats with key public agencies to design action plan to implement the NRS and develop the required policy reforms has been a successful process which has allowed to build relationships between the project and team CCDA on the one hand and PNGFA (though CCDA MRV team could have been more engaged in their work), DAL, DLPP and CEPA (which has been slightly less effectively engaged) on the other hand.
57. Coordination with donors has been effective, even in the absence of a formal mechanism for that. Co-financing of some events have been possible, for example in the case of the Roundtable on Financing GHG Emissions Reductions, in partnership with the Australian Department of Environment Protection and USAID Climate Ready project. The project has been able to support the continuation of some works funded by other donors (e.g. National Forest Inventory by the European Union, Guidelines for provincial forest plans initiated by

JICA) and mobilize funds for REDD+ implementation from donors, such as the European Union.

58. Gender has not been sufficiently mainstreamed in REDD+. A gender analysis has been carried out but not very much mainstreamed in NRS and NRFIP. There is no gender guidelines for REDD+ implementation. Only gender-sensitive engagement plans in the three provinces have been developed, and gender disaggregated data for participation has been generated.
59. The project has applied successfully FCPF Common Approach for Multiple Delivery Partners, including FCPF Guidelines and generic Terms of Reference for the Strategic Environmental and Social Assessment (SESA), FCPF/UN-REDD Guidelines on Stakeholder Engagement in REDD+ Readiness, FCPF Guidelines on the Disclosure of Information and FCPF Guidelines for Establishing Grievance and Redress Mechanisms at the Country Level.

#### D. Sustainability

60. *“Sustainability measures the extent to which benefits of initiatives continue after external assistance has come to an end”* (UNDP 2019). The sustainability of the project is likely in the sense that REDD+ readiness is formally achieved and that some individual and institutional capacities have been built. The project has been able to raise funding for the continuation of some activities, and other opportunities of funding are being pursued. However, the transition towards REDD+ implementation has not been sufficiently prepared and the potential lack of external support to help steer the REDD+ process will certainly be challenging.
61. The project has been able to make the country ready for REDD+ and the REDD+ Warsaw framework is now in place. Its main elements will have to be continuously updated and improved to ensure an effective participation of PNG in REDD+. National capacities have been built to facilitate this. Some of the REDD+ trainings have been integrated to the forestry curriculum at the PNG University of Technology.
62. It is estimated that the NRFIP implementation requires to double the current level of funding of REDD+ activities and provide over than USD 100 million per year. The project has been successful in raising funds for the continuation of some activities. USD 10.7 million from GEF (concept note approved) and USD 49 million from other partners (including UNDP, the European Union and the World Bank) have been mobilized by UNDP for the “Establishing systems for sustainable integrated land-use planning across New-Britain Island in Papua New Guinea” project, whose implementation should start in mid-2021 and allow FCPF work in East and West New Britain to continue through a smooth transition. Beyond integrated land-use planning this project will allow to continue the work on sustainable palm oil of the FCPF project. Furthermore, some USD 5.4 million has been mobilized by UNDP from the European Union for the “Strengthening Integrated Sustainable Landscape Management in Enga Province Papua New Guinea”. A concept note has also been submitted to the Green Climate Fund for Results-Based Payment for the REDD+ results achieved by PNG during the 2014-2015 period. It is expected that the USD 33 million proposal meet all the requirements of the GCF and would be eligible but the availability of funding within GCF in the coming years for



such REDD+ Results-Based Payments is still uncertain. This money would be used for implementing the NRS and supporting REDD+ coordination and readiness. The revised CCMA could also establish significant sources of funding for REDD+, in a context where public budgets are tightened.

63. While the project has supported many policy reforms that would support REDD+ implementation, it has not sufficiently prepared the ground for implementing REDD+ at the local level (e.g. REDD+ fund, financial mechanism, registry, BSDS, nesting of REDD+ carbon projects within subnational and national approaches). However, some of these works are planned to go on after the end of the project, including the finalization of BSDS and nesting of REDD+ carbon projects, the establishment of a REDD+ registry (with a US\$ 800,000 support from FAO) and the likely establishment of a Biodiversity and Climate Fund with potential support from UNDP Multi-Partner Trust Fund. The relative lack of focus on actual REDD+ implementation relates to a large extent to the history of REDD+ in the country, with the early emphasis on project approach which created a lot of unsatisfied expectations and potential for irregularities and mismanagement by so-called “carbon cowboys”. The need to emphasize the national approach to REDD+ has limited the engagement with pilot projects – whose number is limited with 3 main projects – and the local level, as well as the reflections on how to operationalize REDD+. There is lack of a concrete and detailed guidance to REDD+ implementation, the REDD+ implementation framework is not in place and it is not clear how some of the REDD+ readiness measures (e.g. GRM, SIS) will be operationalized. Some guidelines and regulations will need to be developed to this end. Landholders and local communities need to see tangible concrete benefits from REDD+ implementation for this agenda to be sustained.
64. There is not yet a clear work plan for CCDA on REDD+ after the end of the project and the loss of project’s staffs may affect CCDA capacity to steer and coordinate the REDD+ process. CCDA needs to be strengthened with more personal, which will depend on funding, and reorganized to better support the next phase of the REDD+ process after readiness: implementation.
65. The decision to embed some of the REDD+ processes (e.g. safeguards, GRM) into existing national processes should support the sustainability of these works. However, more efforts are needed to operationalize them and make sure that they are effectively mainstreamed and integrated in the work processes of the different sectors and actors identified.

## IV. Factors affecting performance

66. The table below synthesizes the factors that have affected the performance of the project. It highlights important best practices and lessons learnt.

Table 2 – factors affecting performance

Positive influence	Negative influence
<ul style="list-style-type: none"> <li>- Good adaptive project management.</li> <li>- Quality and continuity of staffs, in particular CTA, and expertise mobilized.</li> <li>- Government ownership, thanks to the project team being housed in CCDA building and a system of pairing connecting each UNDP project's staff with a CCDA staff.</li> <li>- Interagency collaboration and the role of sectoral retreats.</li> <li>- Partnerships and donors coordination.</li> <li>- Important stakeholders engagement.</li> <li>- Embed works (e.g. SIS, GRM) in existing national systems</li> </ul>	<ul style="list-style-type: none"> <li>- Lack of capacity of public agencies (understaffed).</li> <li>- Lack of data, data management and reluctance to share data.</li> <li>- Relatively weak connection to pilot projects and local level that has prevented learning and operationalization.</li> <li>- Coordination between many different workstreams and REDD+ strategic alignment sometimes challenging.</li> <li>- Some delays due to political reasons (e.g. PNGPOP, forest act, sustainable land use policy).</li> <li>- Reduction of public budget affecting CCDA capacity.</li> <li>- COVID 19 outbreak and the state of emergency.</li> </ul>

## V. Conclusion and recommendations

67. Overall, the project has been very successful in establishing the building blocks of REDD+ readiness in the country, which was its objective. Beyond putting in place the Warsaw Framework, it has propelled significant policy reforms and facilitated the engagement of key stakeholders and cross-sectoral cooperation.
68. However, much remains to be done to ensure the success of REDD+ implementation in the country. The REDD+ implementation framework is still incipient and important questions remain on how to operationalize REDD+ and bring tangible benefits to landholders at the local level.
69. The following recommendations are proposed to support the REDD+ process in PNG:
  1. Develop a formal exit strategy, with a clear action plan and priorities to support the REDD+ process, and strategies to support institutional memory, continuation of activities and staffs (for example through the GEF 7 project). The present final evaluation of the project offers the basis to do that.
  2. Restructure CCDA REDD+ team for the next phase of the REDD+ process: implementation.
  3. Complete some readiness work, in particular the REDD+ implementation framework (BSDL, financial mechanism, establishment of a REDD+ fund with a potential support from UNDP Multi-Partner Trust Fund Office, establishment of a REDD+ registry with FAO support, etc.) and NFI/ PSP re-measurement, and legalize the technical works through regulations and guidelines for REDD+ implementation.
  4. Develop step by step approach to REDD+ implementation and ensure implementation by all agencies.
  5. Develop gender guidelines for REDD+ implementation.
  6. Strengthen engagement with pilot projects and local level to favor learning and operationalization of REDD+ processes.
  7. Support the completion of policy, laws and regulation works and in particular on oil palm, agricultural and conservation, forestry, land and climate policies.
  8. Support a better integration of NRS and NRFIP into MTDP IV, sectoral and provincial development plans.
  9. Strengthen REDD+ governance, through the establishment of the NRSC (particularly important as the PEB will no longer function) and of cross sectoral coordination mechanisms in provinces with due care to avoid duplications (including through potential integration of the Provincial Forest Management Committees).
  10. Support strengthening of civil society and its coordination.
  11. Raise funds for REDD+ implementation.

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## Annex 1- Main questions associated with each evaluation criteria

### Relevance

*“Relevance concerns the extent to which a development initiative and its intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries”* (UNDP 2009).

- To what extent was the project in line with the national development priorities, the country programme’s outputs and outcomes, the UNDP Strategic Plan, the SDGs and international treaties signed by the Government in the framework of environmental policies?
- Is there national ownership of the project? Do national and local government partners support the project’s objectives? Do they have an active role in project decision making that supports the efficient and effective implementation of the project? Was the perspective of those who would be affected by decisions related to the project, who could influence its results, and who could contribute information or other resources during the project design processes taken into account during the project design processes?
- To what extent does the project contribute to gender equality, the empowerment of women and the human rights-based approach?
- Is the project design sound and realistic? Does the project strategy offer the most effective way to achieve results? Were the lessons learned from other relevant projects or the early phases of the different interventions incorporated into the project design appropriately? Does the project logical framework allow for good project management?
- To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country? Are the recommendations, lessons learned from the intermediate and final evaluation of the previous phase incorporated?

### Effectiveness

*“Effectiveness is a measure of the extent to which the initiative’s intended results (outputs or outcomes) have been achieved or the extent to which progress toward outputs or outcomes has been achieved”* (UNDP 2009).

- To which extent intended results (outputs and outcomes) have been achieved or progress has been made to achieve them?
- How advanced is PNG in terms of REDD+ readiness (cf. FCPF readiness assessment framework<sup>12</sup>)
- Is the quality of the outputs sufficient?
- To what extent have stakeholders been involved in project management and implementation? Is this participation contributing towards achievement of the project objectives? Is communication regular and effective?

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<sup>12</sup> FCPF (2013).



- To what extent gender and human rights have been sufficiently mainstreamed in project implementation?
- What factors have contributed to achieving or not achieving intended country programme outputs and outcomes? In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements? In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome? What, if any, alternative strategies would have been more effective in achieving the project's objectives?
- Has the project been impacted by COVID-19 epidemic and how was it impacted on project activities?

### Efficiency

*“Efficiency measures how economically resources or inputs (such as funds, expertise and time) are converted to results”*(UNDP 2009).

- Have resources (funds, human resources, time, expertise, etc.) been allocated and used appropriately and economically to achieve progress toward desired outcomes and products? Have the budgets and schedules initially established in the project document been respected?
- Has the availability of inputs and actions been timely? Was there a delay in the start and implementation of the project? What were the causes of these and have they been resolved?
- What are the main factors influencing the efficiency of project implementation? In particular, what has been the efficiency of (i) the project management (including in terms of planification, M&E, budgeting, procurement and fund management), the coordination (ii) between UNDP and the Government of PNG, (iii) within the Government, and (iv) between the project and other relevant initiatives?
- Has the project management been efficient? Is the technical implementation unit designed appropriate for achieving the results? Has project management been effective as outlined in the project document? Have changes been made? Have they been effective? Are reporting responsibilities clear? Is decision making transparent and timely? How have changes and adaptive management been reported by the Project Coordinator and shared with the project board?
- Has the political, technical and administrative support provided by UNDP been timely? What are the challenges to overcome in the future?
- Has the project governance been efficient? Is the programme's governance structure well-designed and has it functioned well?
- How have the lessons learned from the adaptive management process been documented and shared with partners?
- To what extent did the project results framework work as a management tool?

- To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management? Do the results framework indicators have a SMART (Specific, Measurable, Achievable, Relevant and Time-bound) approach? Do the monitoring and evaluation tools currently used provide the necessary information in the semi-annual and annual reports? Do they involve key actors / partners? Are they aligned and incorporated with or incorporated into national systems? Do they use existing information? Are they efficient? Are additional tools required? How can they be made more participatory and inclusive?
- Does the work plan have a focus on results-based management? If not, how could planning be reoriented to focus on results?
- Does the project have appropriate financial control? Including reporting and planning of expenses that allow management to make informed decisions related to the budget and allow a timely financial flow?

### Sustainability

*“Sustainability measures the extent to which benefits of initiatives continue after external development assistance has come to an end” (UNDP 2019).*

- To which extent REDD+ has been mainstreamed in relevant national and provincial strategies?
- To which extent the project has been able to secure sufficient national ownership of the REDD+ process including that of key stakeholders such as indigenous people and the forestry sector? What is the risk that the level of stakeholders’ ownership will be sufficient to allow for the project benefits to be sustained?
- To which extent the programme is fully anchored in permanent national institutions? To which extent the project has been able to build sufficient institutional and human capacity to ensure a successful REDD+ process? Is there a strategy to ensure these capacities will remain adequate?
- To what extent key stakeholders use the knowledge and experience gained through the project?
- What are the prospects for sustaining the REDD+ process after the termination of the project? What are the prospects for investments in REDD+ and results-based payments?
- Are there any financial risks that may jeopardize the sustainability of project outputs? To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
- Are there any social or political risks that may jeopardize sustainability of project outputs, outcomes and impact?
- Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits?

- To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights and human development?
- What are the major factors influencing the achievement or non-achievement of sustainability of the programme?
- To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?
- To what extent do UNDP interventions have well-designed and well-planned exit strategies? What could be done to strengthen exit strategies and sustainability?

## Annex 2 - List of stakeholders interviewed

Institutions	Functions	Names
CCDA	General Manager	Ms. Gwen Sissiou
CCDA	Managing Director	Mr. Ruel Yamuna
CCDA	Manager, MRV	Mr. Alfred Rungol
UNDP	UNDP REDD+ Regional Advisor	Celina Yong
UNDP	Project Support Unit	Momenat Al-khateeb and Michael Sembenombo
UNDP	Chief Technical Advisor	Mirzohaydar Isoev
UNDP	Project manager	Sam Moko
UNDP	Senior Advsiior GCP	Nicolas Petit
PNGFA	Director, Policy & Planning	Dr. Ruth Turia
PNGFA	Planning	Margaret Tongo
PNGFA	Forest monitoring	Gewa Gamoga
DLPP	Policy Officer; Chief Planner	Gibson Pitz; Billy Linus
DNPM	Senior Aid Coordinator	Nicole Masta
DAL	Policy and Technical Advisor	Ms. Daisy Lepon
PNGFIA	CEO	Bob Tate
NBPOL	Sustainability manager	Ian Orrell
CEPA	Director – Sustainable Environment Programs	Kumaras Kay Kalim
Hargy		Sander Van den Ende
FAO	Technical Advisor – UN REDD	Abe Hitofumi
Consultant	Forest Scenario Lead Consultant	Branden Jenkin

Consultant	NRS & NRFIP	Phil Cowling
Consultant	Safeguards	Sarah Stocks
Consultant	Communication	Heang Thy
USAID	Senior finance and policy advisor	Peniamina Leavai
EU	Attaché - Deputy Head of Cooperation	Adrien Mourgues
GGGI	Country representative	Achala Abeysinghe
TNC		Cosmas Apelis
WCS		Nathan Whitmore
INA		Paul Barker
East New Britain Provincial Administration	Deputy Administrator, Policy & Economics;  Deputy Administrator, Coordination & Implementation;  Deputy Administrator, Corporate Services	Mr. Levi Mano  Mr. Nicholas Larme  Ms. Grace Burua
Department of Agriculture & Livestock (DAL)	Regional Function, ENBP	Mr. William Gwiseuk
Forest Certification (FORCERT) - Kokopo	Civil Society	Mr. Peter Dam
ENB Resource Group Company	Logging & Oil Palm	Mr. Tan Kwee
ENB Province	Forest and Environment Unit	Ms. Florence Paispera
University of National Resource & Environment (UNRE)	School of Environment & Climate Change	Dr. Francis Essacu and Danny Waldi
PNGFA	Regional Office	Mr. Wan Ruin
FORCERT - Kimbe	Civil Society	Mr. Cosmas Makamet

Oil Palm Incorporation (OPIC)	Extension Services to Oil Palm Smallholders	Mr. Michael Buka
West New Britain Provincial Administration	Provincial Administrator	Mr. Hosea Williamson
West New Britain Provincial Administration	Provincial Planner	Mr. Isidor Silong
Bialla Oil Palm Smallholder Association	Chairman	Mr. Oka Kamale
West New Britain Provincial Administration	Environment & Climate Change Unit	Mr. Jeremiah Soakim & Desmond Patelo
Madang Provincial Administration	Deputy Administrator	Mr. Paul Ito
Madang Provincial Administration	Provincial Disaster Coordinator	Mr. Rudolf Mongori
Madang Provincial Administration	Natural Resource Director	Mr. Francis Irara
Madang Provincial Administration	Provincial Planner	Mr. Simon Simoi
Madang Provincial Administration	Provincial Forest Director & Provincial Executive Council Chairman for Forest	Mr. Frank Solpa & Father Arnold Wamangiam