

UNFCCC requirements for safeguards

UNFCCC decisions recognize that safeguards are a key part of REDD+, in particular by linking the Cancun Safeguards (see Box 1) to the access of result based payments and requiring that countries implementing REDD+ activities must be capable of demonstrating how they have adopted and respected the UNFCCC REDD+ Safeguards in accordance with the relevant decisions².

The UNFCCC links REDD+ financing to the implementation of three requirements, outlined below.

- 1. Implementing REDD+ activities in a manner consistent with the Cancun Safeguards
- 2. Developing a system to provide information on how the Cancun Safeguards are being addressed and respected
- 3. Providing a summary of information on how the Cancun Safeguards are being addressed

Definitions

Cancun Safeguards

The term “Cancun Safeguards” refers to the safeguards outlined under the UNFCCC in Paragraph 2 of Appendix I of Decision 1/CP.16 (the Cancun Agreement).

Information systems

A country’s information systems (including monitoring and reporting) provide information on how the legal framework is being implemented.

Safeguard Information System (SIS)

This system refers to the institutional structure or information platform that will be responsible for aggregating, evaluating, and packaging information related to how the safeguards are addressed and respected, to be used for different reporting needs.

Box 1: Cancun Safeguards³

- a. Actions that complement or are consistent with the objectives of national forest programs and relevant international conventions and agreements;
- b. Transparent and effective national forest governance structures, taking into account national legislation and sovereignty;
- c. Respect for the knowledge and rights of indigenous peoples and 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;
- 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;⁴
- e. Actions that 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;
- f. Actions to address the risks of reversals;
- g. Actions to reduce displacement of emissions.

1. Rey, et al. (2015) Country Approaches to REDD+ Safeguards A Global Review of Initial Experiences and Emerging Lessons, UN-REDD programme.

2. Decision from UNFCCC 2/CP.17, Paragraphs 63 and 64 should be read along with UNFCCC Decision 1/CP.16, Paragraph 69 and Appendix 1, Paragraph 2.

3. Decision 1, UNFCCC COP 16, Appendix 1, Paragraph 2

4. Paragraph 70 of the decision establishes that the Conference of the Parties: “Encourages developing country Parties to contribute to mitigation actions in the forest sector by undertaking the following activities, as deemed appropriate by each Party and in accordance with their respective capabilities and national circumstances: (a) Reducing emissions from deforestation; (b) Reducing emissions from forest degradation; (c) Conservation of forest carbon stocks; (d) Sustainable management of forests; (e) Enhancement of forest carbon stocks.” Paragraph 78 establishes that the COP: “Also requests developing country Parties, when developing and implementing their national strategies or action plans, to address, inter alia, the drivers of deforestation and forest degradation, land tenure issues, forest governance issues, gender considerations and the safeguards identified in paragraph 2 of appendix I to this decision, ensuring the full and effective participation of relevant stakeholders, inter alia indigenous peoples and local communities.” UNFCCC Decision 1, Cop 17, op. cit., Paragraphs 70 and 72.

Developing REDD+ in Papua New Guinea Briefing Series

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BRIEF 5

This brief is the fifth in a series of briefing documents to help inform key stakeholders and decision makers of the issues and options for REDD+ development in PNG and to facilitate the decision making processes that are required to develop a National REDD+ Strategy.



REDD+ Safeguards in Papua New Guinea

This brief provides an overview of the Country Approach to REDD+ safeguards that PNG is taking and summary of what actions remain to be taken to set up the Safeguard Information System to ensure REDD+ safeguards are addressed and respected.

Country Approach to Safeguards and design of a Safeguard Information System in PNG

In order to comply with the multiple international safeguard requirements under the United Nations Framework Convention on Climate Change (UNFCCC) and other relevant initiatives like World Bank’s Forest Carbon Partnership Facility (FCPF), Papua New Guinea (PNG) is adopting a Country Approach to Safeguards (CAS). ‘Country approaches to safeguards’ is a general term used by this brief to describe the conceptual framework and coordinated processes undertaken by PNG. PNG’s CAS is characterised by the identification, application and improvement of existing relevant governance arrangements – which include policies, laws, and regulations; institutional arrangements; and information systems and sources; and conflict resolution and enforcement mechanisms.

PNG’s CAS aims to ensure that¹:

- safeguards are *addressed* through the existence of relevant governance arrangements, including policies, law and regulations through which the rights and obligations embodied in the safeguards are to be recognised, protected and promoted throughout the implementation of the proposed REDD+ actions (regardless of their type of funding source);
- safeguards are *respected* through the implementation and enforcement of those relevant governance arrangements, by government and (where relevant and appropriate) non-government actors, throughout the implementation of REDD+ actions (regardless of their type of funding source);
- a Safeguard Information System (SIS) is in place to provide information that is accessible to all stakeholders on how the safeguards are being addressed and respected; and
- summaries of information on safeguards are submitted periodically to the UNFCCC and other applicable donor or funder (e.g. FCPF).



REDD+ safeguards in PNG: Summary of decision areas and actions

In 2015 a scoping exercise on REDD+ safeguards in PNG concluded that the following outputs and activities should be carried out:

- 1 Draft REDD+ safeguards gap analysis and roadmap for PNG,
- 2 Updated terms of reference for the Technical Working Group on Social and Environmental Standards (TWG-SES) under review with the Climate Change Development Authority (CCDA),
- 3 Tool-kit for REDD+ safeguards capacity building,
- 4 A revision and strengthening of the legal analysis, including the development of matrix and legal gap analysis report for PNG,
- 5 Draft clarification of the UNFCCC REDD+ safeguards in accordance with PNG’s national context and circumstances,
- 6 Preliminary identification of information needs associated with demonstrating how safeguards are being addressed and respected in PNG,
- 7 Draft identification of information systems and reporting mechanisms in PNG, relevant for the design of the safeguard information system, and
- 8 Recommendations for the design of a safeguard information system in PNG.

This ‘CAS and SIS Policy Brief’ aims to facilitate discussion on the progress achieved and what actions remain to be taken to set up the SIS and to ensure the REDD+ safeguards are addressed and respected. Discussions around the CAS and SIS should be linked to PNG’s National REDD+ Strategy and the REDD+ actions.

Most of the reports listed are ‘living’ documents as they need to be widely consulted amongst relevant stakeholders and need to be validated. In particular, we highlight the following aspects in relation to the above mentioned reports:

1
Draft REDD+ safeguards gap analysis and roadmap for PNG
Actions to be taken: CCDA and TWG-SES to discuss, agree and adopt the recommendations and time-frames outlined in the roadmap document. Ensure adequate coordination (particularly the time-frames being considered) of the CAS with the adoption of the National REDD+ Strategy.
2
Tool-kit for REDD+ safeguards capacity building
Actions to be taken: CCDA and TWG-SES to determine immediate capacity building activities for 2017.
3
Legal gap analysis
Actions to be taken: CCDA and TWG-SES to discuss and validate legal gap analysis. This should be considered a living document, as provisions in the legal framework of the country are constantly updated. This document will serve as a key input to outline how safeguards are to be ‘addressed’ when the REDD+ Policies and Measures (PAMs) are determined. Consider that the Legal Gap Analysis provided the basis to clarify the UNFCCC REDD+ safeguards in accordance with PNG’s national context and circumstances, and then to identify information needs associated with how safeguards are addressed and respected in PNG.

4
Draft clarification of the UNFCCC REDD+ safeguards in accordance with PNG’s national context and circumstances
Actions to be taken: CCDA and TWG-SES to discuss and validate the draft clarification prepared in 2016. The clarification is expected to contextualize the general principles outlined in the UNFCCC REDD+ safeguards into specific principles and objectives that PNG commits to fulfilling in the context of the application of the REDD+ actions. Specific objectives/goals/principles are largely determined and informed by the existing legal obligations of the country. The clarification is one of the foundations of the SIS as it is key to determining the ‘information needs’ (i.e. types of information that are to be gathered by the SIS); and it is central to the preparation of the summary of safeguards information, as it helps to determine the information that should be provided to the UNFCCC to demonstrate how the safeguards are addressed and respected in PNG.
5
Information needs associated with demonstrating how safeguards are being addressed and respected in PNG
Actions to be taken: CCDA and TWG-SES to discuss and validate the draft information needs prepared in 2016, taking into account that they are intended to determine ‘what type’ of information the country will provide to demonstrate whether the UNFCCC REDD+ safeguards are being addressed and respected. Once the REDD+ PAMs are adopted, the information needs should be adapted and linked to the respective PAMs. The identification of information needs assisted in determining the ‘type of information’ needed to provide in the SIS as well as identify the existing information systems and sources for REDD+ SES within core government agencies in PNG.

6
Identification of information systems and reporting mechanisms in PNG, relevant for the design of the SIS
Actions to be taken: CCDA, TWG-SES and government agencies in charge of identified information systems and sources to discuss and validate the report. Once the information needs are adopted, this report should be expanded to offer an analysis of the extent to ‘which’ these existing and relevant information systems and sources can be used for SIS purposes.
7
Recommendations for the design of a SIS in PNG
Actions to be taken: CCDA and TWG-SES to discuss the SIS design document in a dedicated workshop. A preliminary identification of the SIS scope, functions and The scope of PNG’s SIS will depend on the final outcome of the National REDD+ Strategy in terms of the scope of REDD+, scale of implementation, the priority drivers of forest emissions to be addressed and the corresponding PAMs to be implemented.