

Summary Report Department of Lands & Physical Planning Retreat

26 - 28 September, 2017
Madang, Madang Province



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Acknowledgement

The Department of Lands and Physical Planning (DLPP) acknowledges inputs from its staff and participants from private and civil society during the (DLPP) retreat sessions. A special acknowledgement to late Ms. Juliana Awuko for her invaluable contributions to the retreat. Thanks to PNG's Climate Change and Development Authority and all its relevant stakeholders for their support, which played a significant role in the organization and delivery of the retreat session on how best the lands sector can align itself to address climate change. The DLPP also acknowledges UNDP Forest Carbon Partnership REDD+ Readiness Project for providing the needed funding and technical support.

Cover Design and Photography: ©UNDP/FCPF REDD+ Readiness Project

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Summary

A sector planning retreat for the Department of Lands and Physical Planning (DLPP) was held from the 26th to the 28th of September 2017. The retreat focused on working towards developing a strategic direction for support to DLPP from FCPF 2 and a list of actions that will be included in the REDD+ Finance and Investment Plan (RFIP) that is planned to be partially financed through a request to the Green Climate Fund (GCF).

The RFIP is intended to provide a roadmap of actions that will be required to implement the National REDD+ Strategy (NRS) and to ensure that there is finance in place to support implementation. In line with the NRS the retreat thus focused on key action areas within the NRS as well as stated objectives of DLPP including:

- Strengthening coordinated national development and land use planning – in particular:
 - Revision and passage of the National Sustainable Land Use Policy
 - Revision and strengthening of the legislative framework for lands
 - Strengthening integrated economic planning into spatial planning
 - Strengthening spatial planning within subnational government planning

Based on this the retreat was divided into five information sessions focusing on:

- 1 The National REDD+ Development Process –**
giving an overview of the global status of REDD+, the current status of forests in PNG, options for finance, and the next steps for REDD+ in PNG.
- 2 Context of the Lands Sector in PNG –**
providing an overview of the current status of the lands sector including recent progress and key objectives.
- 3 Update of action on key issues in the lands sector –**
providing an update on work in key areas including; an update on SABLs, efforts to strengthen the enforcement of the Land Groups Incorporation Act (2009), Land Registration Act (2009), Customary Land Act (1996), the sustainable land use policy and work on integrating subnational development planning and land use planning.
- 4 The Way forward and integrating REDD+ and land use planning –**
overview of potential action areas for lands within the National REDD+ Strategy and future financing and investment plan including; development of a sustainable land use plan and revisions to legislation, establishing a national land use plan and development of land use information systems, and integrating local, district and provincial land use and development planning.
- 5 Next Steps –**
key recommendations from the retreat and next steps.

Sessions 1, 2 and 3 provided an overview of the existing status of work in the lands sector and were intended to ensure all participants were aware of the progress being made, the key issues facing DLPP and potential areas for action. Sessions 4 and 5 then focused on areas in which further action could be taken linked to REDD+ with participants dividing into groups to discuss potential action areas and the steps needed to take these forward. Based on these discussions a number of key action areas and recommendations were identified.



Key actions identified

Summary of the key actions identified divided between immediate actions and medium term action areas:

Immediate Actions – linked to 100day targets:

- **Revision and development of Sustainable Land Use Policy –**
 it is proposed that the NSLUP is revised through a process that allows sufficient time for consultation and national and subnational level. It is considered that increasing awareness of the policy and potential benefits of the policy and land use planning to sector agencies, subnational governments and land owner groups will be critical to the success of the policy and will require sensitisation and engagement over a period of time. Proposed time line 12-18months for new policy to be ready for submission.
- **Initial legislative review linked to policy development –**
 review will identify existing challenges within the lands sector and potential areas needed for reform. Proposed time line 6-12months for review.
- **Develop an action plan for development of National Land Use Information System –**
 The development of a national land-use information system is seen as a critical to ensuring information on land use can be effectively managed and shared. This will be important in increasing the perceived relevance of land use planning and information and increase capacity of DLPP to support other sectors. The process will review existing status of land use information systems and identify how best to move these processes forward. Proposed time line 6-12 months.
- **Develop approaches to better integrate physical and spatial planning into provincial, district and LLG level plans –**
 DLPP has a mandate for subnational planning but systems are not well integrated with those of the development planning or critically linked with budget dispersal to the subnational level. The process will focus on how to better integrate spatial planning into development planning processes through consultation and piloting activities, including working within ENB and Madang on identifying how to work with the Provincial Physical Planning Board. Proposed time line 12-24months.

Medium Term Plans

These activities will feed into the development of the medium term plan that will form the basis of DLPP's section of the RFIP and will be utilized to target additional financial support. Key components of this plan are shown below:

- ***Develop legislative framework to support Sustainable Land Use Policy –***
ensure that there is an effective legislative framework in place to support the Sustainable Land Use Policy, to support integration of spatial planning into subnational planning and to strengthen customary land registration and management activities.
- ***Establish a National Land Use Information System –***
Build on existing systems in Lands and across government to establish an effective land use information system that can be utilised for planning at all levels as well as sharing information on land use nationally.
- ***Integrate spatial planning into development plans of at least 5 provinces and relevant LLGs–***
pilot approaches to integrated spatial and development planning across a number of provinces to ensure development of effective tools, regulations, standards and institutional structure for integrated planning. These experiences will then be used to showcase approaches to planning to other provinces and to enable the effective role out of integrated subnational planning across the country.
- ***Establish a National Land-Use Information development planning –***
utilising the national land use information system to establish an initial national land use plan based on existing land designations and regulations across sectors as well as biophysical information on land use. This plan can initially be seen as an information source and guide to development with the potential to formalise the plan along with changes in legislation.



Next Steps:

DLPP to work with CCDA and FCPF to develop the above activities and develop elements for inclusion in the REDD+ Finance and Investment Plan and parts of a financing proposal to the Green Climate Fund.

Retreat Objectives and Outputs:

Retreat Objective:

To develop a plan of action for the implementation of elements of the National REDD+ Strategy relevant to DLPP that can be identified for immediate support through FCPF 2, or included within the REDD+ Finance and Investment Plan (RFIP).

Retreat outputs:

- All participants are aware of the objectives of DLPP, the NRS and proposed next steps for REDD+ implementation in PNG
- Develop common understanding and consensus on how to strengthen operations within the land sector
- Preliminary key theory of change drafted for how emissions from the land sector can be reduced while maintaining an economically productive and sustainable development in the landuse sector.
- List of actions to be included within the framework of the NRS and RFIP and key actors responsible for them.
- Identification of finance needs for the sector and potential funding sources.

Overview of Sessions:

The retreat was divided into a number of sessions that sought to address key topics within the forest sector and linking with REDD+, these were:

- **REDD+ and PNG Forestry –**
giving an overview of the global status of REDD+, the current status of forests in PNG, options for finance, and the future goals of the forest sector.
- **Progress on strengthening forest management**
focusing on efforts to strengthen concessions management and timber legality systems
- **View from the PS and CS –**
with presentations on the views of the PS as well as CS with a focus on the application of FSC.
- **Key action areas to reduce emissions –**
including action on FCAs and the logging code of practice
- **Forest plantation development –**
looking at current strategies and experience of forest plantation development

These sessions were interspersed with a number of group working sessions that focused on identifying key actions to be taken forward as part of the REDD+ Finance and Investment Plan (RFIP) development process and as part of this for consideration for financing through the Green Climate Fund.

The below sections provide an overview of the information sessions held with the final section looking at the outcomes of group work activities.

The National REDD+ Development Process:

Four presentations were given during the session providing an overview of REDD+ globally, information on the status of forest cover in PNG based on the FRL an update on REDD+ progress in PNG and options for financing and then an overview of links between REDD+ and lands. Key information points include:

Overview of REDD+

- REDD+ stands for Reduced Emissions from Deforestation and forest Degradation and (which is the plus part) the role of conservation, the sustainable management of forests and enhancement of forest carbon stocks (+) in developing countries
- REDD+ is a results based financing mechanism that has been developed under the United Nations Framework Convention on Climate Change (UNFCCC)
- It is included within the Paris Agreement on Climate Change which has been ratified by PNG and came into force in 2016.
- It is intended to provide positive incentives for countries to manage and conserve their forests but that financial support should be targeted at supporting a transition to a new normal where emissions are lower and not an ongoing payment for forest management
- To access support countries need to be able to provide information on:
 - what they are planning to do – through a National REDD+ Strategy (NRS),
 - what the impacts of their actions are compared to the situation without REDD+ – through a Forest Reference Level (FRL)
 - the management of forests – through a National Forest Monitoring System
 - the application of safeguards that prevent any negative environmental or social impacts - through a Safeguards Information System
- PNG has already made significant progress in developing these actions elements and already has a NRS, has submitted a FRL to the UNFCCC, has developed an initial NFMS, and is working on the development of a SIS that will be targeted based on actions developed within the RFIP.

Changes in Forest Cover

- PNG has over 78% forest cover of which 77% is identified as undisturbed
- Between 2000-2015 240,748ha of land was deforested with conversion of shifting agriculture the most significant driver (see Figure 1).
- In the same period close to 2million ha of forest were degraded with 92% of this degradation coming from commercial logging with the majority of this occurring in five provinces (see Figure 2) and within timber resource permits (see Figure 3) ¹:

Figure 1: Causes of Deforestation

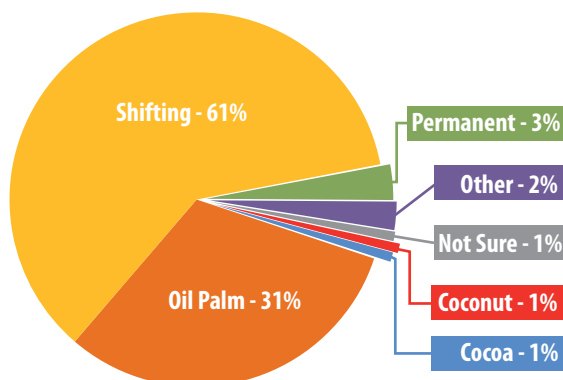


Figure 2: Logged Area by Province 2000-2015

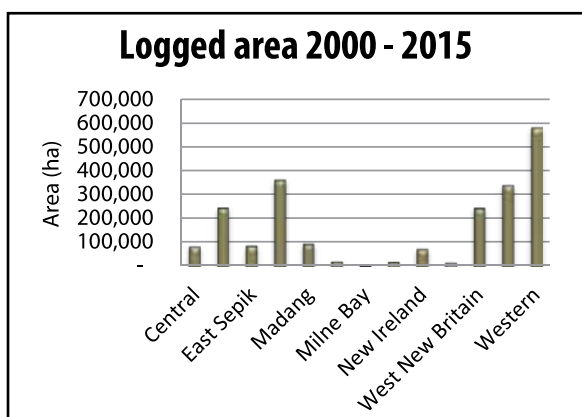
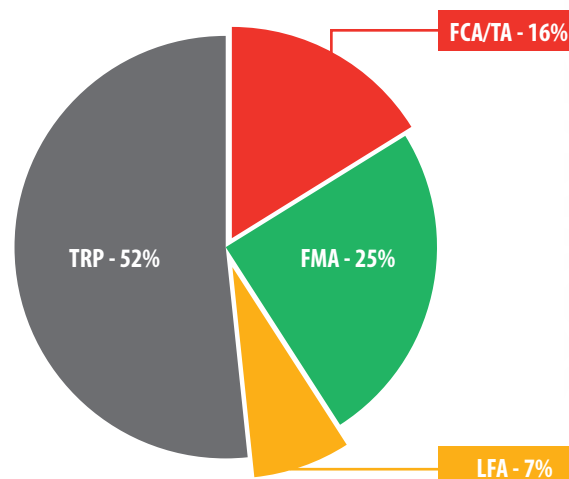
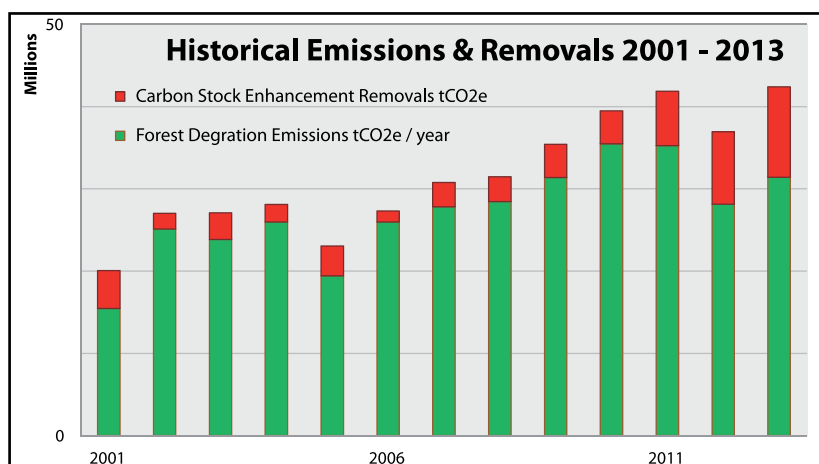


Figure 3: Types of Concession resulting in degradation



This has resulted in average annual GHG emissions of 31.6mtCO₂e see Figure 4 (Important note – as above this figure does not include degraded forest being further degraded by re-entry logging activities, it also does not include regrowth of degraded areas but does include replanting in deforested areas and any new plantations – these values are however too small to show on the graph at this scale)

Figure 4: GHG Emissions over Reference Period



¹While not presented at the workshop it should also be noted that these figures also broadly correspond with figures on log exports. These show high levels of exports from those provinces as well as the majority of exports coming from TRPs although in terms of log export FCAs are the next biggest source of log exports.

National Progress on REDD+

- PNG's NRS, developed over 18 months and based on extensive research and assessment work, and agreed by the NEC in May 2017 provides the strategic framework to help transition the country to lower emissions within the forest sector, while continuing to support economic development.
- The NRS identifies three key areas of intervention as well as a number of strategic action areas:
- Strengthened land-use and development planning:
 - Strengthened and Coordinated National Level Development and Land Use Planning
 - Integrated Subnational Planning
- Strengthened environmental management, protection and enforcement:
 - Strengthening climate change legislation, financing and management
 - Strengthening forest management and enforcement practices
 - Strengthening environmental management, enforcement and protection:
 - Strengthen access to information and recourse mechanisms:
- Enhanced economic productivity and sustainable livelihoods:
 - Development of a sustainable commercial agriculture sector:
 - Strengthened food security and increased productivity of family agriculture:

Forest Finance and Future Direction

- The RFIP will develop implementation actions for each of these as well as financing for their implementation.
- This finance will come from a combination of government, private sector (PS) and development partner/climate funds
- Government finance will need to target the development of key systems to manage the sector in the most efficient and effective way including creating an effective enabling environment for PS and landowners to manage resources sustainably
- PS finance will mostly be through investment in both improving the standards of operation (such as adherence to the Timber Legality Standard) or through investment in developments in line with government policies and a low emissions pathway – such as plantations.
- Development partner / climate finance will target key strategic interventions that help to transition the sector from high emissions to low emissions such as support to establishment of key government monitoring systems that will help monitor actions in the sector and the operation of which can be sustainably financed through government.
- It is critical that these activities are effective in supporting the forest sector as a productive sector within the economy with the industry estimated to contribute over \$200,000,000 to government and land owning communities on an annual basis through royalties, levies and taxes.
- Actions should also be in line with key government priorities focused on:
 - The development of a Sustainable Land Use Plan
 - Strengthening information systems on land use and land management
 - Increasing integration of development and land use planning

Context of the Land Sector in PNG

Overview of Key Priorities in the lands sector

The presentation looked at the key priorities noting that key priority areas were:

- The alignment of land use and development planning through a National Land use Plan that was able to support the mobilisation of customary land as well as the management of impact project areas (such as settlement, mining, oil and gas, logging and agriculture)
- It noted that there were however significant questions about:
 - How land can be mobilised
 - How land owning communities can be empowered to make decisions
 - Whether the legislation is sufficient
 - Whether processes are also sufficient and appropriate
- Based on this the following action areas were highlighted
 - Addressing the funding allocation
 - Policy and Legislation
 - Carrying out awareness
 - Working with other sectors team work



Update on Actions on Key Issues within the Lands Sector

Development of a National Sustainable Land Use Policy and Plan

There is a need for a National Sustainable Land Use Policy and plan to strengthen coordination across sectors and help to guide land use allocation across the country and provide development services.

For the development of the policy there is a need to:

- Developed discussion paper
- Hold Consultative Workshops
- Develop Terms of Reference(TOR) for and engage consultants to support the development of the policy
- Conduct nationwide awareness process and regional workshops
- Finalise Discussion Paper
- Brief Minister and Submission to NEC

For the development of the National Land Use Plan there is a need to:

- Request Assistance from Sector Agencies on development of land use plan
- Resources and capacity
- Information sharing
- Facilitate wider consultation to involve the province, districts, LLG and wards

This process should be supported by development of standards for national and subnational planning including:

- Develop simplified land use planning tools that are align to local, provincial, regional and national land use plans
- Develop an awareness program on importance of land use planning at different tiers of government
- Develop a national capacity plan for lands & physical planning for all provinces
- Develop and strengthen customary land registration

The way forward and integrating REDD+ and land use planning

The session focused on key areas of future action within the lands sector with groups asked to consider current challenges, existing actions and barriers to those being achieved before looking at next steps that would be able to address both barriers and challenges. A summary of key challenges, existing and potential actions and barriers to this are provided below:

Challenges:	Actions:	Barriers:
Lack of implementation of legislation and practices	Strengthen human capacity Strengthening of awareness of legislation Improvements in information systems	Lack of resources Limited political will Limited interest and understanding amongst land owning communities
Collaboration across line agencies	Strengthen collaborative information systems Establishment of MoUs on data and information sharing Develop working groups to address key cross sector issues	Limited capacity Lack of political will
Lack of human capacity	Training of staff (especially at subnational level) Strengthening of links between national DLPP officers and subnational staff	Limited resources Limited understanding of mandate of staff especially at subnational level
Lack of operational capacity	Development of land use information systems Strengthen systems for land use planning at the national and local level	Limited funding Lack of coordination between line agencies
Competition for land uses	Improved land use planning Awareness raising of land owning communities	Limited political will Lack of awareness of the benefits of land use planning
Engagement with land owners	Awareness raising activities Improved land registration	Limited resources Limited political will
Lack of full legislative framework for sustainable land use planning	Development of Sustainable Land use Policy Revisions of existing legislation on lands	Limited political will Lack of resources

As can be seen for the table the level of awareness of land owning communities and other key stakeholders of the potential value of land use planning along with limited resources and the absence of an up to date policy and legislative framework was seen as a major barrier to being able to undertake key actions.

Groups were divided into:

- National Sustainable Land Use Policy
- National Sustainable Land Use Plan and Land Use Information System
- Integration of land use and development planning

National Sustainable Land Use Policy

A number of steps were identified to support the development of a sustainable land use policy.

- Drafting of Terms of Reference for the Engagement of Consultants
- Recruitment and engagement of consultants
- Inception workshop with the consultants and DLPP Core Team and the Secretariat
- Identification of Stakeholders and contacting them (one on one consultation)
- Issuing of draft NSLUP and discussion paper to all stakeholders
- Inception Workshop on NSLUP
- Regional workshops
- Validation Workshop
- Media Awareness (promotional items)
- Finalize NSLUP
- NEC submission through Minister for Lands and Physical Planning

National Land-Use Plan

The table below explains the processes initiating development plans or land use plans at different levels . That's includes the National Land Use plan, Regional land use plan, provincial land use plan, district land use plan, ward land use plan. The Physical Planning Act 1989 provides the legal foundation for land use and development planning in PNG.

Step	Details	Responsible	Resources	Timeline
Order to prepare Plan	1.1 By Minister of Lands and Physical Planning upon advise of NPPB & Chief Physical Planner	DLPP/NPPB/ Minister's Office	Nil	2 weeks
	1.2 Prepared for NEC to endorse			2 weeks
Engage consultants	Consultants to provide technical expertise	DLPP		6-8 months
Prepare Plan (ToRs)	Includes activities of awareness, data collection, consultative meetings (Lands Act-Public Consultation)	DLPP/Consultants		18+ months
Draft Plan	To be presented to NPPB	DLPP/CLRC/NPPB / State Solicitor		Depend on NPPB Calendar or Special Ad hoc Meeting
Publicity and Consultation	Allows for all stakeholders including public to comment	DLPP		28 Days
Amendments to Plan	In accordance with comments acquired from all stakeholders including public	DLPP/CLRC/NPPB / State Solicitor	not captured	1-2 months It is noted that the duration is in the current PP Act
Approval of Plan	Presented to NPPB for final endorsement	DLPP/NPPB/ Minister's Office		Ad Hoc (Special Board Meeting)
Submission to NEC	To be endorsed by NEC for final implementation	DLPP/Minister's Office		1 month

National Land Use Information Management System

Step	Details	Responsible	Resources	Timeline
Data Mapping	1.1 Identify stakeholders 1.2 Consultative Meetings 1.3 Collation of Available Information 1.4 Data Collection	DLPP		6 months
EMC Submission	1.1 Draft Proposal 1.2 Highlight current systems and approaches with recommendations	DLPP		1 months
Engage Consultant(s)	To progress LAGIS-LEAF	DLPP		To be determined
Project Commencement	1.1 Start acquiring resources 1.2 Conduct trainings for 3 regional offices and provincial	DLPP/ Provincial Admins	1.1 Manpower 1.2 Equipment 1.3 Operational Expense (To be determined)	2-4 years
Awareness	In regional and provincial offices	DLPP	Funding	2-3months

Integration of land use and development planning and the Sub – national level

The group identified a Provincial Land Use Plan as the key level in which integration of development and land use planning can happen. Under the Physical Planning Act there is already a mandate for provincial land use plans to be developed based on:

- Section 44 which states (emphasis added) - A development plan may be prepared for any area PNG, whether or not it is a physical planning area.....
- Section 46 which states (emphasis added) - A Provincial Development plan is a physical plan for the whole of a province, which shall seek to integrate physical, social, economic and other principle development policies in physical terms.

Plans can be developed and operationalized through National and Provincial Planning Boards with the boards mandated to:

- A Provincial Physical Planning Board is empowered to consider and determine all physical planning matters primarily of provincial interest within the province concerned.
- Where any matter is primarily of national interest, is defined in S4 PPA, the Provincial Physical Planning Board shall refer the matter to NPPB for decision, and in doing so may advise the NPPB of its views on the matter.
- Where there is doubt as to whether a matter is primarily of national interest, a PPPB may consult with the NPPB and in the event of disagreement, the matter shall be dealt with in accordance with S4 PP Act.

In order for the boards to be effective however there is a need for:

- Capacity building at all Levels
- Funding at all levels
- Qualified Physical Planners (social, economic, environment)
- Needed a Centralized Lands Information System at the National, Provincial and Local Level.
- National Level - Updated Planning Policies Tools, Maps, Manual, Procedures compiled and make it available,
- All Levels - software, machines, stationaries, equipment, training,

East New Britain has established a Provincial Physical Planning Board, there is a need to re-establish the Madang Provincial Physical Planning Board and the West New Britain Provincial Physical Planning Board for the three pilot provinces to trail the provincial development plans for the provinces.

Key actions identified

The below provides a summary of the key actions identified divided between immediate actions and medium term action areas:

Immediate Actions – linked to 100day targets:

- ***Revision and development of Sustainable Land Use Policy –***
it is proposed that the SLUP is revised through a process that allows sufficient time for consultation and national and subnational level. It is considered that increasing awareness of the policy and potential benefits of the policy and land use planning to sector agencies, subnational governments and land owner groups will be critical to the success of the policy and will require sensitisation and engagement over a period of time. Proposed time line 12-18months for new policy to be ready for submission
- ***Initial legislative review linked to policy development –***
review will identify existing challenges within the lands sector and potential areas needed for reform. Proposed time line 6-12months for review
- ***Develop an action plan for development of National Land Use Information System –***
The development of a national information system is seen as a critical to ensuring information on land use can be effectively managed and shared. This will be important in increasing the perceived relevance of land use planning and information and increase capacity of DLPP to support other sectors. The process will review existing status of land use information systems and identify how best to move these processes forward. Proposed time line 6-12 months.
- ***Develop approaches to better integrate physical and spatial planning into provincial, district and LLG level plans –***
DLPP has a mandate for subnational planning but systems are not well integrated with those of the development planning or critically linked with budget dispersal to the subnational level. The process will focus on how to better integrate spatial planning into development planning processes through consultation and piloting activities, including working within ENB and Madang on identifying how to work with the Provincial Physical Planning Board. Proposed time line 12-24months



Medium Term Plans

These activities will feed into the development of the medium term plan that will form the basis of DLPP's section of the RFIP and will be utilized to target additional financial support. Key components of this plan are shown below:

- ***Develop legislative framework to support Sustainable Land Use Policy***
 ensure that there is an effective legislative framework in place to support the Sustainable Land Use Policy, to support integration of spatial planning into subnational planning and to strengthen customary land registration and management activities or to revise the Physical Planning Act 1989 to accommodate the changes that NSLUP will brought forward.
- ***Establish a National Land Use Information System –***
 Build on existing systems in Lands and across government to establish an effective land use information system that can be utilised for planning at all levels as well as sharing information on land use nationally.
- ***Integrate spatial planning into development plans of at least 5 provinces and relevant LLGs–***
 pilot approaches to integrated spatial and development planning across a number of provinces to ensure development of effective tools, regulations, standards and institutional structure for integrated planning. These experiences will then be used to showcase approaches to planning to other provinces and to enable the effective role out of integrated subnational planning across the country.
- ***Establish an National Spatial Plan to guide development planning –***
 utilising the national land use information system establish an initial national land use plan based on existing land designations and regulations across sectors as well as biophysical information on land use. This plan can initially be seen as an information source and guide to development with the potential to formalise the plan along with changes in legislation.

Next Steps:

DLPP to work with CCDA and FCPF to develop the above activities and develop elements for inclusion in the REDD+ Finance and Investment Plan and parts of a financing proposal to the Green Climate Fund.

Retreat in pictures...





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Resilient nations.*

This report was developed with the financial support of UNDP World Bank's Forest Carbon Partnership Facility REDD+ Project in Papua New Guinea.