REDD+ Governance in Papua New Guinea

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Introduction

- Background on REDD+
- Research Question
- Analytical Framework
- Politics of Scale Analysis of REDD+ in PNG
What is REDD+?

- ‘Reducing Emissions from Deforestation and Forest Degradation’
- Market based mitigation measure that pays developing countries to reduce emissions from deforestation
- Promoted as effective and cost efficient solution to climate change
History of REDD+

- REDD+ proposed to UNFCCC
- REDD+ accepted by UNFCCC
- PNG chosen as pilot country for UN-REDD
- April-Salumei pilot project initiated
- OCCCES replaced with OCCD

- 2005: Bali Climate Talks
- 2007: OCCCES established in PNG
- 2008: Reports of ‘carbon cowboys’
- 2009: McKinsey & Co draft national REDD+ policies
From a politics of scale perspective, what inequalities are produced by the current governance system of REDD+ in Papua New Guinea?
Politics of Scale

- Scale seen as socially and politically constructed
- Response to globalisation, growing networks of global governance, new transnational threats
- Challenges traditional hierarchy between the global, national and local scales
Politics of Scale Framework
April-Salumei Case Study

- Initiated in 2009
- 521,000ha in the East Sepik Province
- FMA established in 1996 for logging
- Population of 20,000
- 163 Incorporated Land Groups
Global Priorities vs. Local Concerns

Global Priorities
- Global emissions reductions
- Validation and certification to commodify carbon

Local Concerns
- Land and carbon tenure
- Livelihoods: subsistence agriculture, cultural practices

Global managerial priorities dominate REDD+ program
Local voices excluded from negotiations
National Objectives vs. Local Aspirations

**National Objectives**
- Economic growth: project revenue, increased investment, reduced spending
- National conservation goals

**Local Aspirations**
- Burden placed on communities
- Danger of no financial or service additionality

Limited opportunity for local participation in policy process

National agencies and policies govern development of REDD+
Local Elites vs. Marginalised Groups

Local Elites
- Current benefit distribution system susceptible to elite capture

Marginalised Groups
- Uncertainties over land and carbon tenure can produce inequalities

Global and national governance overshadow local inequalities

Risk of elite capture of benefits at the local scale
Conclusion

- REDD+ presents an important development opportunity for PNG
- An integrated approach to the governance of REDD+ needs to be developed
- Global priorities, national objectives and local concerns must be balanced
- Communities should be enabled to meaningfully participate in decision making
“For the developed countries it is carbon, but for us it is life. Forest is life and so REDD should be seen from how the indigenous people and how the local communities will be affected because most of their life is dependent on that.”
- Customary Landowner