

Hon. Belden Namah, MP
Minister for Forests

FOREWORD BY THE MINISTER

It is my pleasure to present the 2009 to 2015 Forestry and Climate Change Framework for Action for the Papua New Guinea Forest Authority (the Authority). This document provides the framework for the Authority for the next seven (7) years.

Over the last decade there has been increasing concern and awareness of the environmental and socio-cultural roles of forests. The major global concerns of global warming and the effects of climate change, loss of biodiversity, environmental pollution, resource degradation and the need for effective sustainable forest management are beginning to be realized in PNG and actions are being formulated at the national level to address these concerns. Finding a balance between the productive and protective functions of forests is essential if we are to derive maximum benefits from our forests and to mitigate and adapt to the impacts of Climate Changes that are upon us as I speak.

The fate of forests as a cause, cure and victim of climate change will heavily affect communities and people in villages, towns and cities in Papua New Guinea in the coming decades.

As State Minister responsible for the Nation’s forest resource, I have identified that there is an urgent need for action to manage the remaining natural forest and logged over forest areas with special attention on the forests ecosystem to minimize poverty and enhance the livelihoods of our rural communities. The development of planted forests will also enhance and increase the capacity of our country’s forests to mitigate GHG’s.

Hence, this framework for action on forest and climate change is developed to ensure the Authority’s commitment to sustainable development to address the economic, environment and social opportunities and challenges of this great Nation and to ensure its people, forests, environment and livelihoods are resilient to the risks and impacts of climate change.

Furthermore, as forest and climate change are currently on the international agenda in various fora, I am determined that this Forest and Climate Change Framework is adequately developed and applied by the Authority. However, its implementation should be fully supported by all stakeholders within the country and the international community by “thinking globally and acting locally”.

Finally, as overwhelming evidence indicate that climate change is occurring at a faster rate than what scientists are predicting and also the number of changes that are likely to occur at the United Nations Framework Convention on Climate Change. This framework provides an overview for the next seven (7) years and will be adequately reviewed to ensure that it is in line with Government policy, strategies and the needs of our country.

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Honourable Belden Namah, MP
Minister for Forests

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ACRONYMS

Afforestation and Reforestation Clean Development Mechanism	ARCDM
Asian Development Bank	ADB
Avoided Deforestation	AD
Certified Emissions Reduction	CER
Clean Development Mechanism	CDM
Designated National Authority	DNA
European Union	EU
Food and Agricultural Organization	FAO
Green House Gases	GHG
Intergovernmental Panel on Climate Change	IPCC
International Tropical Timber Organization	ITTO
Medium Term Development Strategy	MTDS
Millennium Development Goals	MDG
Office of Climate Change and Environmental Sustainability	OCC&ES
Papua New Guinea Forest Authority	PNGFA
Reduced Emission from Deforestation & Forest Degradation	REDD
Secretariat of the Pacific Community	SPC
Sustainable Forest Management	SFM
United Nations Framework for Climate Change Convention	UNFCCC

FORESTRY & CLIMATE CHANGE FRAMEWORK FOR ACTION 2009 – 2015

1.0 PREAMBLE

PNG Forest Authority recognizes its commitment to sustainable development, as a national responsibility but realizes that this cannot be achieved without development partner support. Within this context, this framework for action outlines the broad priorities for the Government. It provides a strategic platform not only for use by policy and decision makers at all levels, but also for the development and strengthening of partnerships for implementation of national, provincial and community initiatives.

This framework runs from 2009-2015 and is consistent with the timeframes of the PNG's MTDS and Millennium Development Goals (MDGs), Kyoto Protocol, the Johannesburg Plan of Implementation and the subsequent work program of the UN Commission on Sustainable Development.

The framework is intended to promote links with, but in no way supersede national and provincial instruments and plans across specific sectors that link to weather and climate including water, agriculture, energy, fisheries, mining and petroleum, land use, health, coastal zone management, forest soil management, marine ecosystems, ocean management, tourism and transport.

Addressing the issues of forestry and climate change requires a national multi-stakeholder approach. Furthermore, a strategic programmatic approach is required and co-coordinated by national government and supported by the PNGFA.

2.0 PAPUA NEW GUINEA CONTEXT

Majority of global climate models and PNG research institutions suggest that the Papua New Guinean region will be warmer than it is today and consequently more vulnerable to climate change with the

increased intensity and frequency of events. The projected warming may result in higher maximum temperatures, more hot days, and more intense precipitation events. The peak wind intensities associated with tropical cyclones are expected to increase leading to larger waves and stronger storm surges. The precipitation intensities are already increasing.

Droughts and floods associated with El Nino events and PNG's decadal climate variability are likely to be more frequent and persistent. Sea levels are already rising. The impact of these climate events will exacerbate already stressed marine, freshwater and terrestrial environments such as forestry and land use change.

However, indications are that forest cover in PNG are vulnerable to drivers of deforestation such as unsustainable logging, shifting cultivation, bush fires, forest clearance for agriculture, mining and oil exploration/extraction and fuelwood collection.

Given the challenges faced from these drivers of deforestation, there exists avenues, through this framework to take immediate steps to address deforestation and climate change. Such steps will be in line with the global initiatives of Kyoto Protocol, and UNFCCC and IPCC on ARCDM and REDD, respectively. These two initiatives and other important elements of SFM when undertaken nationally and locally in PNG will tremendously assist in maintaining and improving PNG's forest cover and minimizing GHG emissions. Furthermore, if undertaken with landowners' involvement, will boost their economic wealth and ensure their forest resources are well managed for carbon trading to continue successfully.

PNG's forestry resources base (see figure 1) can be classified into total forested area (29 million ha), Inland water bodies (0.9 million ha), Grassland & Savannah (3.2 million ha) other wooded land (4.4 million ha) and other landuse 8.1 million.

1. Of the total forested area, 15 million ha has been classified as Productive Forests and 13.2 million ha has been designated as reserved forest and protection forest 1.2 million ha.

2. The Production Forest is further classified as Acquired Areas which is at 12million ha and remaining unacquired area is 3 million ha.

Through the Kyoto Protocol arrangements and the 2001 decision in Marakesh, CDM activities may include large or small scale, single or multiple species, mono cultural forestry and farm systems such as.

- Establishment of woodlots on clan lands.,
- Reforestation of marginal areas with native species eg; riverine areas, steep slopes, around and between existing forests fragments (through planting and natural regeneration).
- New, large-scale, industrial plantations
- Establishment of biomass plantations for energy production and the substitution of fossil fuels.
- Small-scale plantations by landowners.
- Introduction of trees into existing agricultural systems (agro-forestry)
- Rehabilitation of degraded areas through tree planting or assisted natural regeneration.

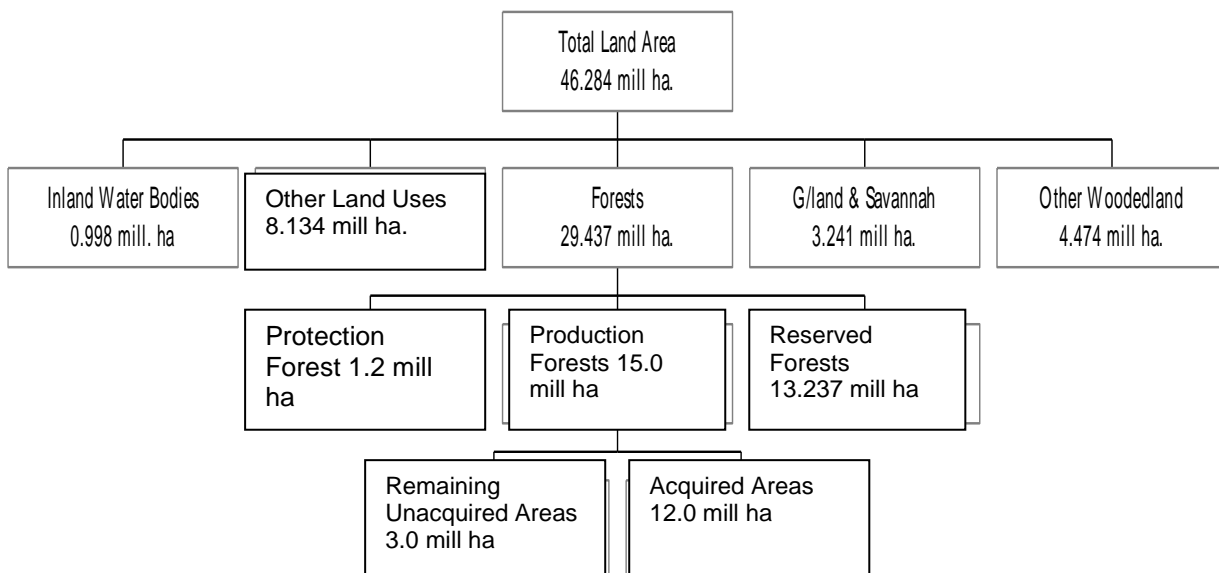
Additionally, an opportunity exist under the UNFCC 2005 Initiative, namely 'Reduced Emissions from Deforestation and Forest Degradation (REDD)'. This initiative allows for natural forest management to reduce emissions from deforestation and forest degradation. Such approach encompasses healthy standing forests and degraded forests for eligibility under the Carbon Trading Scheme.

There appears to be an emerging consensus among proponents of avoided deforestation that a mix approach to REDD funding is required. Funds would be used to fund initial pilot schemes to test methodologies and 'carbon inventories', monitoring and enforcing needs, capacity building and technical assistance work with the government. In the mean time carbon credit market may in time channel the bulk of the funds to reduce compensation proportion.

The PNG Government with its identified trading partners will stand to develop REDD and its specific details to ultimately implement REDD and Carbon Trade arrangement.

The general approach of the PNG’s REDD strategy is to invest in natural forest of the country (compensation/fees) and enhance capacity building, hence this strategy will need to be negotiated during the UNFCCC process. The PNG government with other partners will need to develop REDD and its specific details.

Figure 1: PNG Forest Resource Base



Carbon trading will generate revenue that would be shared between those that will have stake in this fund. It will therefore be incumbent of the Government to establish a transparent and well coordinated financial mechanism that will keep the respective funds in its custody and disburse these funds appropriately to the recipients.

This framework will ensure beneficiaries of these moneys such as landowners are initially identified and recognized under the existing landowner mechanisms to receive their compensation on a timely manner.

There are plans to develop a national climate change policy for Papua New Guinea that could provide guidance to PNGFA to develop and integrate its forestry policy. Hence the development of this Forestry and Climate Change Framework for Action for Papua New Guinea to initiate demonstration projects in REDD, which the government is supporting for its long term benefits. The government and its partners are preparing a REDD strategy and its framework for 2009. The PNG REDD strategy could use the Avoided Deforestation (AD) concept as a basis to support its initiative. The concept of Avoided Deforestation means forest ecosystems conservation and protection into perpetuity, and simultaneously to use the forest resources under sustainable forest management principles. This could include the protected areas systems such as, the national parks and reserves, wildlife management and water catchment areas, sanctuaries, biosphere reserves and world heritage areas. Some of the main issues include the contributions of such protected areas to sustainable economic growth, especially the benefits including Payment for Environment Services (PES) which should flow directly to resource owners in the rural areas.

The PNG Government is committed through a number of important international multilateral agreements, which includes United Nations Framework Convention on Climate Change (UNFCCC), UN Convention on Biodiversity (UNCBD) and the UN Convention to Combat Desertification (UNCCD) to impact its national, regional and global forums.

The recent UNFCCC negotiations in Bali (2007 – The Bali Road Map – PNG Perspective) provides a broad framework or concept for the PNG Government to develop in-country and continue to influence the international forums especially the UNFCCC negotiations until the post Kyoto. The framework includes:-

- Construct a shared objective to lowering atmospheric GHG concentrations;
- Expand existing and add new framework of positive incentives for developing countries;

- Launch a global incentive system to reduce emissions from deforestation and forest degradation ;
- Scale up adaptation finance to protect future generations, and
- Mobilize sufficient, predictable and sustainable resources.

Given the significant interest in PNG from global communities, partners and private sectors in especially the forestry and land use change sector, the PNGFA is being proactive and committed to implementing the Governments broad framework policy and hence creating the necessary foundation to developing and implementing a forestry policy with an integrative approach in managing the impacts of climate change.

As part of this global interest, a REDD framework was developed by the Department of Environment and Conservation in 2007/2008 to address the country's emission sources from the major sources, which includes (i) Deforestation (mainly from agriculture development, primary oil palm and infrastructure development) and, (ii) Forest Degradation from numerous sources (e.g., commercial forestry, subsistence agriculture, bushfires, and collection of fuelwood). The framework will need to be worked on a bit more for the country's benefit as a long term commitment. This framework has now been revisited and absorbed under the new Office of Climate Change and Environmental Sustainability (OCC&ES) policy framework.

3.0 FOREST POLICY

The fourth goal of the Constitution is the cornerstone for forestry policies, which is *“to ensure that the forest resources of the country are used and replenished for the collective benefit of all Papua New Guinean now and for future generations.*

The objectives of the forestry policy are:

a) Main objectives

- *Management and protection of the nation's forest resources as a renewable natural asset.*

- *Utilization of the nation's forest resources to achieve economic growth, employment creation, greater Papua New Guinean participation in industry and increased viable onshore processing.*

b) Supportive Objectives

- *The collection of information and advancement of knowledge relating to the utilization and maintenance of Papua New Guinea's forest resources through forest research.*
- *Increased acquisition and dissemination of skills, knowledge and information in forestry through education and training.*
- *Effectiveness strategies, including administrative and legal machinery, to manage the forest resource, and incorporating national, provincial and local interests."*

These objectives are consistent with the government's overall development strategies especially in the MTDS, MDGs and sustainable development framework.

4.0 FORESTRY AND CLIMATE CHANGE FRAME WORK FOR ACTION FROM 2009 -2015

4.1 Vision

Papua New Guinean people, their forests, environment and livelihoods are resilient to the risks and impacts of climate change.

4.2 Goal

To ensure that Papua New Guinea people build their capacity to ensure ownership of carbon credits and to be resilient to the risks and impacts of climate change through implementing adaptation measures; contributing to mitigation of greenhouse gas emissions; improving decision-making and good governance; improving understanding of climate change and its effects; education and awareness; and developing and strengthening partnerships and cooperation.

4.3 Principles

4.3.1 Principle 1: Ownership of Carbon Credits

PNG has the third largest expanse of tropical forests in the world in terms of forest cover of about 29 million hectares. These forests are complex in composition, structure and function. The PNG society is also complex. The population of over six (6) million people has over 800 language groups and a wide diversity of social and land ownership arrangements with 97% of land belong to the customary owners and 100% of the natural forest belong to the people. Forests are of major importance for the livelihood of rural communities. For the global community, PNG forests have significant value for conservation of tropical forest biodiversity, oxygen production and carbon storage.

Expected Outcomes by 2015

- 1.1 All natural forest carbon owned by the customary landowners and managed by the state.
- 1.2 Efforts be made to ensure efficiency and equity in benefit sharing in any future carbon trading schemes.
- 1.3 Landowner be empowered to participate and own REDD, REDD plus and ARCDM projects.
- 1.4 Efforts be made to ensure that forest dependent people (rural communities) are not marginalized.

4.3.2 Principle 2: Implementing Adaptation Measures

Building resilience through adaptation to climate change including climate variability and climate extremes has been identified as the key priority for all provinces and communities. The government has agreed with the Fourth Assessment Report of the IPCC that they are already witnessing the adverse effects of climate change. New Guinea Islands and coastal areas of the country, in particular believe that their very survival is threatened.

The ecological fragility, economic vulnerability and the remoteness of Papua New Guinea makes recovery from extreme weather and climatic events

very difficult. National adaptation policies and measures reflecting the whole of country approach need to be integrated into national sustainable development strategies and plans. Papua New Guinea will encourage adaptation measures based on the precautionary approach and principles of risk management with a focus on improving the livelihoods of its people. Such an approach will recommend the implementation of resilience building measures that have multiple benefits including disaster risk reduction.

Expected Outcomes by 2015:

- 2.1 Adaptation measures to the (adverse) effects of climate change developed and implemented at all levels.
 - 2.2 ARCDM projects on forestry initiatives facilitated and developed with communities adaptation funds.
 - 2.3 Highly vulnerable forestry priority areas identified through site-specific baseline data, collection and interpretation and adaptive actions developed.
 - 2.4 Integrated approaches to adaptation embedded in national sustainable development plans and budgeting process.
 - 2.5 Research development into forest types and climate impacts.
 - 2.6 Restoration and rehabilitation: forestry enrichment and plantation development with soil protecting species in highly degraded areas.
 - 2.7 Main streaming of climate change into Forestry Management Plans and policies.
 - 2.8 Methodologies and research initiatives incorporated and streamlined into school curriculum.
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- 2.9 Integrated food and wood production (agroforestry) and supply a range of important environmental economic and social services that improve local communities capacity to cope with adverse climatic events.

2.10 Improved and effective coastal mangrove and littoral forest management to minimize effects of heavy storms and rising sea level on coastal communities.

2.11 Improved and effective urban forestry management to maintain and improve shade cover to keep towns and cities cooler.

4.3.3 Principle 3: Contributing to mitigation of greenhouse gas emissions

PNG's contributions to the total global emission of greenhouse gases are insignificant smaller compared to the rest of the international community. Nonetheless, PNG needs to contribute to the global effort to reduce emissions, and PNGFA consider SFM as the most effective and efficient mechanism to reduce forestry based emissions and increasing mitigation of GHG. Therefore, as

part of its national policy implementation strategy, the PNGFA will promote and coordinate cost effective measures to reduce greenhouse gas emissions, through SFM, ARCDM, including increased energy efficiency, with the use of wood biomass as the energy source and increased use of appropriate low carbon and renewable wood energy technologies.

There may be the opportunity to work with developed countries on the Kyoto Protocol Clean Development Mechanism projects to support these efforts. In addition, work with all countries to include forestry and especially REDD, negotiated and accepted in post Kyoto. These efforts will promote sustainable development.

Expected Outcomes by 2015:

- 3.1 Demonstration projects such as REDD, and other initiatives coordinated and developed in the productive forest areas with international partners and the OCC&ES.
- 3.2 Timber royalties/compensation fees to landowners facilitated or reviewed and inventory maintained.
- 3.3 Renewable energy efficiency measures and technologies promoted and implemented. CDM initiatives (afforestation, reforestation etc) developed and implemented.
- 3.4 Baseline study on potential CDM completed urgently in the sectors of forestry, waste, renewable energy (fuel wood) and technology.
- 3.5 CER and Carbon Content methodology developed and agreed for different vegetation types.
- 3.6 State Market Agency developed and include providing technical advise to set up and design of projects for submissions to the Designated National Authority (OCC&ES) under the CDM – compensation Fund/fee.
- 3.7 Greenhouse Gas inventories updated and maintained.
- 3.8 "Bundling Approach" established and implemented. – Bundling approach means facilitating and allowing multiple of smaller project activities managed and amalgamated to form a single CDM project.
- 3.9 Baseline data established for any climate change related activities under the flexible mechanism process.

4.3.4 Principle 4. Improving Decision-making and Good Governance

PNGFA recognize that they have a national responsibility for addressing the risks and effects of climate change on forestry resources in the context of their national sustainable development strategies and reflecting principles of sustainable development and good governance.

All stakeholders have a role to play in developing individual and collective resilience through adaptation, prevention and/or mitigating the adverse effects of climate change. Climate change and its effects is a shared responsibility, which also requires effective partnership and collaboration with all relevant stakeholders in transparent decision-making and implementation of strategies and actions at all levels.

Expected Outcomes by 2015:

- 4.1 Climate Change issues and considerations integrated into the Forestry Act and National Forest Policy.
 - 4.2 Current dual policy for log export and domestic processing reviewed and updated.
 - 4.3 Annual reports and financial statement published and distributed to all clients.
 - 4.4 Forestry and Climate change considerations integrated into national sustainable development strategies, plans or their equivalent.
 - 4.5 Regulatory and incentive-based approaches developed and adopted to encourage appropriate adaptation and mitigation /REDD measures.
 - 4.6 Develop cost-effective climate change adaptation and mitigation policies, strategies, decision-making processes and management instruments.
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- 4.7 Risks and effects of climatic change considered in economic, social and infrastructure developments.
 - 4.8 State Marketing Agency established and incorporate a Carbon Fund for ARCDM activities

- 4.9 Reviewed and updated Policy and legislations to incorporate climate change initiatives
- 4.10 Clear designation of areas for REDD and ARCDM projects.
- 4.11 Political, operational and financial governance capacity improved in the forestry sector.
- 4.12 Transparent benefit sharing arrangements (BSA) developed.

4.3.5 Principle 5. Improving Understanding of Forestry and Climate Change

Better understanding of climate change, variability and extreme weather events is needed to inform local communities, national and international responses. This will mean enhancing human resource capacity for generating, analyzing and managing climate and forestry related data sets; sustaining and upgrading existing observation and application systems; developing and strengthening technical data sets and tools for climate observations; establishing baseline data in forestry and other sectors and maintaining the collection of the latest information on sea level rise, deforestation and forest degradation etc.

Translating climate change science into applicable information products through user friendly materials and tools is necessary to inform the forestry decision making process at all levels.

Expected Outcomes by 2015:

- 5.1 REDD strategy developed and demonstrated.

- 5.2 Improved GHG Inventory in the forestry sectors, especially emission factors determined.

- 5.3 Accurate carbon accounting and verification methodology developed and adopted for different forest types.
- 5.4 Demonstration of REDD methodologies completed.
- 5.5 Technical data sets integrated with relevant social and economic information and traditional knowledge for risk management especially bush fires and natural disasters.
- 5.6 Completed national multipurpose forest inventory.
- 5.7 Update of FIMS Database completed.
- 5.8 Country specific carbon stock expansion factors (above ground biomass, soil, forest litter)
- 5.9 ARCDM strategy including other flexible mechanism developed and demonstrated.

4.3.6 Principle 6. Education and Awareness

Enhance human capacity in the PNGFA to monitor, assess and predict environmental, social and economic risks and effects of climate change is critical for developing and implementing a viable and sustainable national program on cost effective adaptation and mitigation response measures that incorporates both scientific and traditional knowledge. This will also enhance its effectiveness to contribute to international and regional agreements, especially in the UNFCCC/Kyoto Protocol, International Tropical Timber Agreement (ITTA) and the UN Forum on Forests (UNFF) processes.

Concerted efforts need to be undertaken to enhance capacity of appropriately trained personnel in the assessment of the risks

and impacts of climate change, climate variability and extreme weather events in the forestry sector. A pool of informed resource persons conversant with development and application of practical steps in adaptation tools and methods is critical, especially in the REDD and other initiatives.

Increased educational awareness and understanding of risks and effects of climate change is particularly important at the community level to increase their resilience.

Expected Outcomes by 2015:

- 6.1 Strengthened human capacity to monitor and assess environmental, social and economic risks and effects of climate change through ARCDM and REDD initiatives.
- 6.2 Strengthened human capacity to identify, analyze and implement cost effective adaptation and mitigation response measures.
- 6.3 A pool of informed resource persons conversant with development of practical steps in adaptation tools and methods created.
- 6.4 Strengthened human capacity to identify and integrate scientific and tradition knowledge into adaptation and mitigation practices.
- 6.5 Strengthened negotiation and advocacy skills of government and non-governmental organizations to more effectively engage in the international for a for adaptation and mitigation practices.
- 6.6 Enhanced community awareness on climate change and forest impacts, particularly on the flexible mechanisms, including monetary and ecological benefits from the forests.

- 6.7 Enhanced training and human capacity needs to address the technical issues relating to the REDD, ARCDM and other initiatives in PNGFA offices.

4.3.7 Principle 7. Partnerships and Cooperation

Partnerships and cooperation provide an enabling environment and are an essential part of PNG's efforts to improve its people's resilience to the adverse effects of climate change in the Forestry sector.

Papua New Guineans will continue to advocate for the reduction of greenhouse gas emissions internationally and promote assistance for adaptation and mitigation regionally and nationally through demonstrated projects of REDD, and other initiatives. Networks and partnerships to inform policy development for harmonized regional, national and local responses to climate change is necessary.

Additional resources will need to be accessed through multilateral and bilateral funding. The focus of PNG Government to support national efforts to access this assistance and with the implementation of existing and new innovative projects and programs, with the support and assistance from international development partners and other regional and technical agencies.

PNGFA or a coordination body is needed to translate and coordinate these concepts and initiate into implementation, monitoring and evaluation mechanisms, through the cooperation of all stakeholders including Government Agencies, NGOs, Academia, Landowners, Private Sector and with the assistance of bilateral and multilateral partners.

Expected Outcomes by 2015:

7.1 Strengthened and established existing and emerging international partnerships (eg. SPC, AusAID, FAO, ITTO, EU, ADB, JICA, UNDP, World Bank) for PNGFA on climate change.

7.2 Access by PNGFA and PNG Government to secure increased resources from funding mechanisms related to climate change instruments optimized. Funding mechanisms related to climate change instruments optimized.

- 7.3 High level advocacy of climate change challenges faced by PNG and PNGFA in international forum to encourage developed and developing countries to mitigate causes of climate changes.
- 7.4 Enhanced partnerships to implement demonstration projects in the areas of REDD, ARCDM and other related initiatives.
- 7.5 Increased participation by landowners and other civil society groups (NGOs) venturing into the ARCDM and other projects under the climate change flexible mechanism initiatives.
- 7.6 Strengthened coordination of climate change and related issues.

5.0 IMPLEMENTATION STRATEGY

PNGFA recognize that the implementation of this framework, its forestry policy, MTDS, the PNG MDGs Strategy, forestry principles (Rio, 1992); Agenda 21, are mutually reinforcing.

This will require more focused and substantially increased effort, both by PNGFA and the PNG Government and by the rest of the international community, based on the recognition that each country has primary responsibility for its own development and that the role of its national policies and development strategies cannot be over emphasized, taking into account the Rio principles, including *inter-alia*, the principle of common but differentiated responsibilities as set out in principle 7 of the Rio Declaration on Environment and Development.

PNGFA with the necessary support from its donor partners and the international community, including through the facilitation and improvement of access to existing resources and, where appropriate, through allocation of dedicated financial resources, will seek to implement actions identified in this framework nationally and with the support of the landowners and their communities, as necessary. Harmonized implementation of this seven-year framework is essential.

6.0 MONITORING THE FRAMEWORK

Evaluating progress against the vision, goal, principles, outcomes and priority activities of this framework will be undertaken regularly at all levels, following establishment of an appropriate baseline and mechanism. UN organizations, NGOs, private sectors will where necessary provide support and a coordinating role, for regional and international reporting.

Targets and indicators will be established within the action plan linked to the Framework and set at the appropriate levels. The framework will be subjected to a mid-term review in 2011 to determine the overall progress.

Key stakeholders will meet biennially to review progress on the implementation of this Framework and its action plan. This will require PNGFA, OCC&ES, the Government, local communities and Non-governmental organizations to identify progress towards achieving and implementing the principles contained in this framework, and to identify emerging gaps requiring priority action and adjustment of priorities in future.