

# **Common country programme document for Papua New Guinea 2012-2015**

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## I. Situation analysis

1. Papua New Guinea is a lower middle-income country with an area of 461,690 square kilometres and a population of about 7 million. It is one of the world's most ethnically diverse countries, with over 850 indigenous languages. Some 85 per cent of the population lives in rural areas and 40 per cent is under the age of 15. With an annual population growth rate of 2.3 per cent, the population is projected to reach 9 million by 2020. While food security is not a serious problem, poverty and social inequality are persistent. It is estimated that 40 per cent of the population lives on less than \$ 1 per day and that 75 per cent of households depend on subsistence agriculture.

2. Papua New Guinea achieved independence in 1975. National general elections are held every five years, with the next elections due in July 2012. Papua New Guinea is a vibrant democracy, with a free press and independent judiciary, and with strong links between ethnicity and party affiliation. This favours regional political interests over the formulation of national policy. There is a very low level of representation of women at all levels of government (less than 1 per cent in the national parliament).

3. A 2001 peace agreement put an end to a decade-long civil war on Bougainville Island that left thousands dead. This fostered the creation of the country's first Autonomous Region (2001) and the first election of the Autonomous Government (2005). Peacebuilding, recovery and development in the fragmented post-conflict environment are major challenges.

4. Papua New Guinea's economic performance has steadily improved over the past decade due to a significant boom in resources, mainly in the extractive minerals and energy sector. The annual growth rate in gross domestic product (GDP) increased from 5.5 per cent in 2009 to 7 per cent in 2010. The construction of a major liquefied natural gas pipeline from the Southern Highlands will be the single largest investment in the country's history (190 per cent of GDP). Liquefied natural gas exports, planned to start in 2014, could double GDP and triple the country's export revenue by 2020. With a potential 25 per cent boost in GDP, public finances will be under pressure to ensure that windfall revenues translate into sustained equitable gains for all Papua New Guineans.

5. Papua New Guinea received net official development assistance of \$46.28 per capita in 2008. Australia is the largest bilateral aid donor (AU\$ 450 million<sup>1</sup> in 2010). Other smaller contributors are China, Japan, New Zealand and the European Union. Members of the Association of Southeast Asian Nations (ASEAN) hold significant investment holdings in the primary sector. However, despite increasing national wealth, human development outcomes continue to lag behind – Papua New Guinea ranks 137th out of 169 countries on the Human Development Index (HDI); life expectancy is 62 years; 25 per cent of children never go to school; and gross national income per capita is \$2,227.<sup>2</sup> The mountainous terrain, scattered small islands, and expensive air travel – often the only link between the capital and the provinces – are major infrastructure challenges for the population and adversely affect development

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<sup>1</sup> Approximately US\$485 million at an annualized exchange rate.

<sup>2</sup> *Human Development Report 2010: The Real Wealth of Nations: Pathways to Development*, UNDP, 2010.

effectiveness. Only 7 per cent of the population have access to the electric grid and reticulated water while two out of five health centres or rural health posts have no electricity or essential medical equipment.

6. According to the latest national Millennium Development Goals progress report (2009), the country is not on track to meet any of its targets.<sup>3</sup> Since 1971, censuses, surveys and service statistics in Papua New Guinea track the significant disparities that exist within the country, including a gap of over 15 years in average life expectancy between regions. Consequently, even with the scarcity of reliable quality data, national average indicators for health, morbidity, mortality, education, literacy and many other areas are often not meaningful for evidence-based practices.

7. Gender equality is a significant challenge, and systemic violations of women's rights exist throughout the country. Papua New Guinea ranks in the bottom ten countries of the gender inequality index. Women and girls have substantially less access to health care and education services than males. Violence against women and gender-based violence is unacceptably high, with an estimated two out of three women having experienced it.<sup>4</sup> Women are vastly underrepresented at all levels of government, limiting their power to influence public policy. On the positive side, the 2009 Child Welfare Act (Lukautim Pikinini Act) provides a legal framework for child protection, but still requires concerted efforts to ensure full implementation.

8. The national development plan, Vision 2050, states that a "lack of good governance, accountability and transparency has contributed to the deterioration in the delivery of public goods and services at the micro-level." The Government is addressing service delivery through public sector reforms and capacity-building of the civil service. The National Education Plan (2005-2014) envisages the incremental introduction of free primary education to increase enrolment in basic education, from 957,000 in 2005 to 1.3 million by 2014. Similarly, the National Health Plan (2010-2020) aims to tackle the very high infant and maternal mortality.

9. Preliminary results of interventions show a gradual increase in access to basic education, with the net enrolment rate rising from 52.9 per cent (51.4 per cent for females) in 2007 to 63.6 per cent (61.2 per cent for females) in 2009. However, retention in the basic education cycle remains a problem, and the gender parity index for the net enrolment rate declined from the previous year's 1.02 to 0.94, indicating persistent challenges in equity.

10. The health system has struggled for decades to provide universal access to quality services. Health indicators have declined in recent years due to the closure of many peripheral health facilities. By 2006, the infant mortality rate had dropped to 57 per 1,000 live births (from 64 per 1,000 live births in 2000) as a result of service improvements and child survival interventions. However, the maternal mortality ratio (733 per 100,000 live births in 2006) remains unacceptably high. A number of health-related factors – low antenatal care coverage (60 per cent for one visit); only 39 per cent of births delivered by trained personnel; a contraceptive prevalence rate of 24 per cent in women aged 15-49 years and of 30 per cent in married women, and 13 per cent teenage pregnancies – combined with the challenges of distance, isolation, lack of

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<sup>3</sup> The 2004 progress report had reached the same conclusion.

<sup>4</sup> Margit Gangster-Creidler, "Gender-based Violence and the Impact on Women's Health and Well-being in Papua New Guinea", *Contemporary PNG Studies*, Vol. 13 (November 2010).

transport and an extreme shortage of skilled birth attendants, highlight the hazards of childbirth in Papua New Guinea.

11. Due to the intense efforts of many actors, including churches and civil society organizations, the rapid upward trend in HIV prevalence, which peaked in 2005, has slowed down to a national rate of 0.9 per cent (2009), although this masks provincial pockets with very high prevalence and a gender dimension to the problem. However, risk factors still exist: sexually transmitted infections (STIs) are among the highest in the Pacific, with STI cases increasing from 21,213 in 2000 to over 71,000 in 2009 (a 235 per cent rise). Drivers of the epidemic are the high number of gender-based crimes as well as legislation that criminalizes sex work and homosexuality. Papua New Guinea is a source, destination, and transit country for men, women and children subjected to human trafficking, especially for forced prostitution and forced labour.<sup>5</sup>

12. Papua New Guinea is rich in natural resources (forest, land, fisheries, and minerals) and natural ecosystems, and hosts a unique range of biodiversity. Climate change and environmental degradation due to overexploitation of natural resources, unsustainable land use and fishing practices, habitat destruction, pollution and poor environmental governance have increased Papua New Guinea's vulnerability to natural hazards. Between 1997 and 2010, over 4 million people were affected by natural disasters, with damages estimated at around \$100 million.

13. Rural-urban drift, the proliferation of small arms, increasing urban crime and tribal fights, often over land management, have created law-and-order problems that pose a challenge to the central authority.

14. The Government launched a series of ambitious strategic plans in 2010 designed to ramp up Millennium Development Goals achievement and address socio-economic challenges: Vision 2050, the Development Strategic Plan (DSP) 2010-2030 and the Medium-term Development Plan (MTDP) 2011-2015. These are important frameworks for cooperation with development partners, especially in the crucial last five years for the Millennium Development Goals.

## **II. Past cooperation and lessons learned**

15. The United Nations country programme 2008-2011 focused on (a) transparent and accountable government; (b) prevention and management of crisis; (c) access to basic health, education and protection; (d) improved sustainable livelihood practices; (e) data collection for development and population integration; (f) gender equality; and (g) HIV and AIDS reduction. The United Nations country programme midterm review (2010) concluded that, overall, good progress had been made to reach expected development results.

16. United Nations support, featuring technical assistance, upstream policy advice, advocacy, downstream interventions and the role of convener and broker, has contributed to the following results: (a) development and operationalization of key policy documents, plans, reports, mechanisms and systems at national and provincial levels; (b) preparation of the 2004 and 2010 Millennium Development Goals progress reports, which are now used for

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<sup>5</sup> *Trafficking in Persons Report 2010*, United States Department of State, 2010.

advocacy and awareness-raising on human development and the Millennium Development Goals; (c) strengthening national capacities in gender-sensitive needs assessment and costing in education and health, through the Acceleration Framework and localization of the Millennium Development Goals; (d) development of the National Health Plan 2011-2020 and establishment of a monitoring and evaluation unit at the National AIDS Council Secretariat; and (e) review of relevant policies to improve service delivery for child survival and maternal health.

17. Furthermore, legislation to establish the National Human Rights Commission was drafted; this increased awareness among public officials and stakeholders on human rights treaty obligations and institutional mandates, especially on the rights of children, women, refugees, persons with disabilities and people living with HIV. The capacity of the Office of Legal Commission was enhanced in legislative drafting. A 49 per cent reduction in children held in detention since 2008 was recorded.

18. Consistent United Nations advocacy for universal basic education and increased participation of girls helped maintain the Millennium Development Goals of universal primary education and gender equality high on the Government of Papua New Guinea's priority list. The universal primary education plan was formulated, as was the successfully coordinated implementation of the Education Sector Improvement Programme. The National Population Policy was developed and implemented. Disaggregated data for better integration of population-related issues in national and provincial planning and budgeting was made available.

19. At provincial and district levels, financial management and reporting compliance by treasuries was improved. The capacity of HIV-related civil society organizations was strengthened in resource mobilization and financial management, resulting in increased transparency, accountability and service delivery at those levels. With the establishment of the HIV Monitoring, Evaluation and Surveillance Team in 20 provinces, data collection, analysis and utilization were improved.

20. The understanding of national and local governments in environmental management and mainstreaming was enhanced; this informed the Government's issue papers for the 2009 Summit on Climate Change in Copenhagen. Papua New Guinea's Environmentally Sustainable Economic Growth Policy was formulated, as well as its Agriculture Development Plan.

21. The Equality and Participation Bill – designed to create reserved seats for women in the national parliament – was drafted, helping to overcome seemingly impossible hurdles. Public debates and advocacy reached some 1 million people, and broad-based awareness campaigns among women and men, from the national level to the community level, for greater participation and representation of women in politics were launched. Advisory support was also provided for the preparation of the first national report on implementation of the Convention on the Elimination of All Forms of Discrimination against Women and a complementary 'shadow report' by a national NGO. Violence against women was addressed on several fronts: (a) the police; (b) the educational system, working with men and boys; and (c) providing support services for victims of violence.

22. In Bougainville, a home-grown three-year weapons disposal strategy was introduced to the Joint Supervisory Body overseeing the 2001 peace

agreement, a pre-requisite for the referendum on Bougainville's future political status. Support to the post-conflict peace process through the 'Bougainville Games', the most transformative event since the 2001 peace agreement, culminated in a first political dialogue between ex-combatants and the Autonomous Bougainville Government which greatly contributed to peace-building and reconciliation.

23. United Nations advocacy was particularly effective in disaster risk management, which was integrated in the DSP 2010-2030 and the MTDP 2011-2015, with a budget allocation of \$33 million over five years.

24. As convener, the United Nations facilitated dialogue and cooperation among numerous stakeholders. Exchange of knowledge and best practices through South-South cooperation took place among institutions from Nepal, Papua New Guinea and, Solomon Islands, Uganda, Vietnam and Zambia on protection systems for women and girls against violence, successful modes of community engagement to address HIV and AIDS and women's participation in public affairs.

25. The midterm review of the United Nations country programme and the assessment of development results identified lessons that informed the planning of the cycle 2012-2015.

a) Open and regular communication through formal and semi-formal mechanisms, such as steering committees and task teams, ensured a stronger role of partners in programme planning, implementation, monitoring and management.

b) The One Programme enhanced United Nations coherence by covering 95 per cent of all United Nations interventions and pooling all programme staff in thematic task teams. This arrangement simplified engagement with counterparts, enabled better alignment with national priorities and helped to reduce operational costs. The new United Nations Development Assistance Framework (UNDAF) strengthens these elements.

c) United Nations effectively supported national development results in cross-cutting areas through upstream advisory services and use of pooled expertise and experiences. To replicate success, the new UNDAF addresses the cross-cutting sectors of the MTDP and mainstreams gender in all programmes.

d) The One Programme has worked to maintain an effective balance between upstream policy support and downstream implementation. United Nations assistance has continued to strengthen community level interventions while also responding to emerging challenges and opportunities such as in social justice and natural resource management, with an increasing priority on upstream policy, technical advice and advocacy.

### **III. Proposed programme**

26. As mentioned above, the Government of Papua New Guinea recently launched three key policy and planning frameworks: Vision 2050, aimed at raising Papua New Guinea's HDI ranking within the top 50 countries; the DSP

2010-2030 to secure a middle-income-country status through faster socio-economic growth; and the MTDP 2011-2015, the first of 4 five-year plans to implement the DSP. The new vision, aiming to improve human development and to achieve the Millennium Development Goals, offers an opportunity for the United Nations system to support the Government of Papua New Guinea to fast-track gains. The current programme cycle is being shortened by one year to align it with the MTDP.

27. Given the slow progress towards the Millennium Development Goals – and in response to the key national frameworks, in particular 9 out of the 10 cross-cutting issues identified in the MTDP – the overarching goal of the new UNDAF is to support Papua New Guinea in accelerating achievement of the Millennium Development Goals. Four clusters will be addressed: (a) governance for equitable development; (b) access to basic services; (c) social justice, protection and gender equality; and (d) environment and disaster-risk management, each with several subcomponents. These were identified through an inclusive process, involving government and other key stakeholders. The overall resource envelope for the new programme is estimated at \$180 million, with a resource gap of \$45 million. The contributions of UNDP, UNFPA and UNICEF represent about 60 per cent of this amount.

### **Governance for equitable development**

28. **Millennium Development Goals, population, aid coordination.** Government and civil society capacities will be strengthened in evidence-based, equity-oriented and participatory practices in policymaking, programme planning, budgeting, monitoring and evaluation of national and sectoral plans to achieve the Millennium Development Goals. Use of the Millennium Development Goals Acceleration Framework and catalytic pilot initiatives to fast-track gains at local level will be prioritized.

29. Support to strengthen national and provincial capacities to coordinate, collect, analyse and utilize social, population and development-related data, including vital registration, for equitable development will continue. Population issues will be better integrated within public policies and plans and disaggregated data on critical population-related issues will be available for evidence-based advocacy, and monitoring progress on the Millennium Development Goals and related international policy goals affecting children. Government capacity to coordinate and align the use of aid resources with the achievement, monitoring and evaluation of national priorities and better development results, will be further reinforced by building on strong national ownership and continued leadership on aid effectiveness.

30. **Support to Parliament and local governance.** The United Nations works with Parliament and parliamentary committees and will support these bodies to implement good governance practices grounded in accountability, equity and inclusive participation, in line with Vision 2050 and the MTDP's cross-cutting 'governance and public sector management' sector. Government capacity to lead public dialogue, to ensure that policy, legislation and administration are transparent and more reflective of the public's concerns, will be strengthened. Public financial management capacities at all levels will be strengthened, to support effective service delivery and the anti-corruption initiatives outlined in the Government's key documents.

## **Access to basic services**

31. **Health.** Progress in the health sector has not been to the extent expected. In the new programme, the United Nations will support improvement of sexual reproductive and adolescent health and child survival through basic health services, increase uptake of family planning, increase coverage of immunizations, reduce malnutrition and micronutrient deficiency, increase the number of supervised deliveries and coverage of antenatal care, and improve access to medical supplies and trained health personnel to ensure quality of maternal and child health services offered. Communicable diseases prevention, management and control of tuberculosis, malaria and other priority diseases, such as dengue fever and filariasis, will be addressed. Access to primary health care will be improved through health-systems strengthening. Recent cholera outbreaks have highlighted the need to scale up environmental health. A comprehensive plan to support the health sector in this area is envisaged.

32. **Education.** Despite significant progress, equity remains a major challenge, with disparities among provinces, districts, language groups and along gender lines. The United Nations will bolster the capacity of the Government and its partners to implement the universal basic education plan efficiently, with emphasis on inclusion and disaster preparedness in education. Assistance will be provided to education and community development departments and their provincial divisions to formulate and implement policies and programmes for holistic early-childhood care and development, inclusive education services, child-friendly schools and alternative pathways to learning. The capacity of line departments to implement and monitor policies and programmes on literacy and non-formal education will be strengthened.

## **Social justice, protection and gender equality**

33. **Human rights.** To address human rights violations in Papua New Guinea and strengthen the human rights discourse, the capacities of both duty bearers to fulfil their responsibilities and rights holders to bring forward their grievances free of fear will be strengthened. Increased ratification of international human rights instruments and review of reservations, compliance with treaty reporting obligations, engagement with United Nations human rights mechanisms and implementation of recommendations and increased compliance of law, policy and programmes with international human rights legal standards will be prioritized, as well as a functioning national human rights commission. United Nations support will enhance law enforcement, justice and accountability mechanisms to respect and protect human rights, to monitor, investigate and redress human rights violations and increase measures to improve access to justice and basic services, particularly in support of marginalized or vulnerable groups facing discrimination.

34. **Gender equality and women's empowerment.** In light of entrenched gender inequalities in the society, the United Nations will support all Papua New Guineans – women and men, girls and boys – to claim their rights, access services and resources and participate in decision-making in order to benefit from economic, political and social development on an equal basis. Through programmes and processes, the capacity of Government will be strengthened to fulfil and report on its gender-equality commitments, and work with key institutions and communities to address the demands of gender equality so that laws, policies and mechanisms support women's leadership, participation and influence in the development of Papua New Guinea. Working with men and

boys will be one approach to prevent gender-based violence and HIV infection. Gender-sensitive national plans, budgets and systems in law and justice and in social and health services will address violation of women's rights, work to eliminate violence against women and promote peace and security in communities.

35. **Child protection.** The Government of Papua New Guinea is committed to establishing more effective protection systems for children, but in the absence of adequate resources, delivering such protection is a challenge. In line with global best practice, the child protection programme will adopt a systems-building approach aimed at supporting protective legislation and policy frameworks that enable children at risk of violence, exploitation and abuse to access intervention services for protection and to claim their rights. Capacity building of national entities to enforce and monitor the implementation of the Lukautim Pikinini Act will strengthen prevention of and response to violence, exploitation and abuse; strengthen the evidence base for development of best practice standards and research-based programming; collect data on violence against children; improve policies for children without parental care; develop psycho-social response programmes; and support a child-centred social protection policy. The law and justice sector, including village courts, will be reinforced to improve access to justice for child survivors, child witnesses and juvenile offenders through technical support to relevant justice actors to advance juvenile justice reforms and protocols.

36. **HIV.** In line with the national HIV and AIDS strategy, the Government's capacity to deliver on its strategic priorities of zero HIV (relating to new infections, AIDS-related deaths and stigma and discrimination) will be reinforced. Advocacy and technical assistance for legal reforms to protect the rights of most-at-risk groups will support national partners in the HIV response to better deliver on the rights of men and women to access prevention, care, treatment and support, and also to address gender-based violence. Integrating health-related HIV services with mainstream services and improving quality assurance in HIV testing, care and treatment programmes for people living with HIV will be a priority, focusing on the referral process, continuity of services and supporting adherence, especially in rural areas. Capacity-building, including for partnerships and leadership mechanisms, will ensure national partners are able to collect, manage, analyse, disseminate and use strategic data to guide effective HIV responses and support timely and accurate national and global reporting.

## **Environment and disaster risk management**

37. **Disaster risk management.** Papua New Guinea is prone to natural disasters and conflict. At national and provincial levels, the Government and civil society will be supported to reduce vulnerability to disaster risks. Integrated support will be provided to address prevention, mitigation, preparedness, response and recovery regarding both conflicts and natural disasters. Building on government commitment, the support will target the enabling environment for crisis-risk management (awareness, data collection and analysis, policy and legislative frameworks), suitable governance arrangements at national and subnational levels and the implementation of strategies at the local level. In light of possible violent outbreaks due to ethnic tensions, ongoing efforts in conflict prevention will be strengthened.

38. In Bougainville, support will be provided for the implementation of a home-grown weapons disposal strategy and a development-oriented post-conflict recovery agenda, covering gender, local governance, planning, access to basic services, HIV and human rights. Bougainville will adopt an area-based development approach while still being fully aligned with the national UNDAF.

39. **Environment and climate change.** The rich biodiversity of Papua New Guinea necessitates sustainable resource management as the people depend on this wealth in natural resources for their livelihoods. Strategic upstream advice and best practices in sustainable natural resource management will be shared with the Government to encourage effective public investments in the social sectors and avoid conflict arising from natural resource exploitation. Support will include the review of policies, plans, codes of practice and acts on land use, to help ensure compliance by resource developers. Capacity-building for environmental management will continue and support the sustainable financing of protected areas through payment for ecosystem services. Climate change is a priority for the Government. Given current limitations in technical skills, knowledge and management, the lack of coordination among stakeholders and the need for data on Millennium Development Goal 7, United Nations support will strengthen institutional and individual capacity for coordination, data collection, mitigation and adaptation, and support access to renewable energy in rural areas. To support the Government to protect its vast natural forests as alternative income sources for forest-dependent communities while contributing to climate change mitigation, the programme will assist the Government on readiness management arrangements and stakeholder engagements under the United Nations Reducing Emissions from Deforestation and Forest Degradation programme.

### **Programme strategy**

40. Based on past evaluative evidence, the United Nations agencies will contribute to capacity strengthening of the Government, key institutions and civil society to accelerate development gains through innovative practices and a mix of upstream policy advice and downstream initiatives. Local initiatives on the Millennium Development Goals will be piloted to capture knowledge from projects and from global or regional networks where these inform evidence-based practices and facilitate replications of successful models across Papua New Guinea, thereby linking downstream activities with policy impact.

41. Given the broad range of donors and international nongovernmental organizations in Papua New Guinea, the United Nations system will reduce the number of low-value projects and concentrate resources and support in fewer areas to deliver results based on a more realistic programme. Programmes will reinforce each other and draw on linkages through cross-practice collaboration to contribute to the achievement of the Millennium Development Goals.

42. The United Nations will continue to broker dialogue spaces with the Government and other partners, and leverage support and a collective voice with development partners on critical and culturally sensitive issues.

43. Gender responsiveness, a human rights-based approach, capacity development and brokering knowledge through regional initiatives, South-South or triangular cooperation will underpin the implementation of the new programme. The central approach remains capacity development for results-

based programming, linking capacity development activities to broader outcomes and greater impact.

44. The strategic fit and operational effectiveness of United Nations support rest on the availability of adequate operational, human resource and technical capacities, reliable working structures and innovative partnerships as well as improved information and knowledge management. Risk-taking within clear accountability frameworks will be encouraged in addressing opportunities for development gains.

#### **IV. Programme management, monitoring and evaluation**

45. Programme management arrangements are designed to ensure the focus remains on national priorities and local ownership and are based on existing national mechanisms and processes. For oversight, the Country Programme Steering Committee, comprising senior representatives of key government departments and statutory bodies and heads of United Nations agencies, is the main entity to oversee implementation, monitoring and evaluation of the country programme and its action plan. The Steering Committee will be headed by the Secretary of the Department of National Planning and Monitoring and co-chaired by the United Nations Resident Coordinator. At the outcome level, the Annual Workplan Steering Committee, comprising senior representatives of the implementing partners, the Department of National Planning and Monitoring, the United Nations agencies, donors and beneficiaries, will oversee the implementation, monitoring and evaluation of the respective annual workplans and the progress towards country programme outcomes. Technical working groups, comprising technical staff of the Government, the United Nations and development partners, will ensure that United Nations programming is in line with government policies and planning instruments and complements programming by development partners. Each task team will continue to be chaired by a lead agency with demonstrated comparative advantage in the respective thematic area.

46. The management of the common country programme will apply the harmonized cash transfer principles for the transfer of resources, leading to a simplification of procedures among the three agencies. The programme will be executed nationally through four possible management arrangements: direct transfer of resources; direct payment; reimbursement; and management by agencies, to be jointly identified. The choice of arrangements will depend on the situation and the risk rating of implementing partners.

47. The Bougainville interventions will follow the direct implementation modalities. Across the common country programme, in the event of disasters, fast-track procedures will apply.

48. The programme will take into account the recommendations of the United Nations Development Group Asia-Pacific on financial sustainability, human resources and mitigating the high operational costs of doing business in Papua New Guinea.

49. The United Nations Budgetary Framework, developed by the United Nations country team in 2009, manages 53 per cent of all United Nations resources in Papua New Guinea through the 'One United Nations Fund'. This includes resources from the 'Expanded Delivering as One Funding Window', two main bilateral donors, civil society organizations, the private sector and a

joint resource-mobilization strategy. This strategy is consistent with the agencies' mandates and partnership requirements, and will complement the continued use of the 'One United Nations Fund' for partnership and resource mobilization.

50. The programme will employ results-based management, aligning its monitoring and evaluation efforts with the UNDAF and the national monitoring and evaluation framework. Disaggregated data to monitor programme performance will derive from DevInfo, household surveys, the census, management information systems and service statistics. To facilitate monitoring and evaluation, indicators for each outcome and output have been identified, as well as the source of verification. Each agency has developed its own results matrix. Reporting at the country programme outcome and output level through an annual progress review will address constraints and challenges faced in implementation; lessons learned; financial expenditures; cross-cutting issues; compliance with aid-effectiveness principles; and sustainability beyond the programme lifetime. The United Nations and implementing partners will be jointly accountable for programme delivery.

## Annex 1

### UNDP results and resources framework for Papua New Guinea, 2012-2015

**Resources for 2012-2015: Regular: \$6,433,000; Other: \$36,600,000; Total: \$43,033,000**

<p><b>National priority or goal:</b> ensure natural resources and environment are conserved and used for the collective benefit of all and replenished for the benefit of future generations  <b>Medium-term development plan (MTDP) sectors:</b> environment; climate change</p>					
<p><b>Country programme/UNDAF outcome:</b> By 2015, Government and civil society have enhanced capacity to implement biodiversity conservation, low-carbon and climate-resilient development initiatives for environmental sustainability and improved livelihood to reduce the vulnerability of women, girls, men and boys to disaster risks  <b>Outcome indicator:</b> Increased number of government initiatives to promote environmental sustainability and climate resilience and reduce vulnerabilities  <b>Strategic plan focus area:</b> environment, climate change and sustainable livelihoods, crisis prevention and recovery</p>					
Government partner contribution	Other partner contributions	UNDP contribution	Indicators, baselines (B) and targets (T) for UNDP contributions	Indicative country programme outputs	Indicative resources by outcome
Government provides leadership, financial and human resources to improve sustainable community-based natural resource management (NRM) and promote low-carbon growth, leading to achievement of disaster risk management (DRM) targets.	CSOs/NGOs mobilize communities at local level, and with development partners promote community-based sustainable natural resource management, and climate-change-resilient communities. Development partners provide financial and technical support coordinated by United Nations.	UNDP helps GoPNG, CSOs and other stakeholders develop policies and regulatory frameworks on DRM and climate change through transparent and participatory processes. UNDP facilitates partnerships between Government and private sector for payment for ecosystem services (PES).	# of NRM, DRM, and climate change policies and regulatory guidelines harmonized at national, provincial and local levels <i>B=0, T=2</i> # of hectares of gazetted protected areas (PAS) <i>B=1.7 mill ha; T=2.5mill ha</i> # of functioning gender-responsive DRM systems set up <i>B=0; T =2</i>	Integrated policies and mechanisms on protected areas, climate change, DRM, resource management. Grants awarded to CSOs and communities to support biodiversity conservation, low-carbon, and climate-resilient livelihoods. Improved land governance through good land-use practices.	Regular: \$1,953,000  Other: \$22,700,000
<p><b>National priority or goal:</b> institutional development and service-delivery cluster; attain high standards of public sector management in all levels and institutions of government; a high-quality national statistical service for development planning; advanced stage of foreign aid management  <b>MTDP sectors:</b> governance and public sector management; legislative reform for MTDP resourcing; national statistics systems; foreign aid</p>					

<p><b>Country programme/UNDAF outcome:</b> elected representatives and key government bodies implement good governance practices grounded in accountability, transparency, inclusive participation and equity</p> <p><b>Outcome indicators:</b> percentage of legislation drafted which focus on MDG issues; percentage of government spending subject to audit; Papua New Guinea world ranking on control of corruption</p> <p><b>Strategic plan focus area:</b> democratic governance</p>					
<p>Lead and coordinate related legislation and resources for good governance.</p>	<p>CSOs collaborate on good governance activities; donors and multilateral agencies including UNDP, UNCDF coordinate support.</p>	<p>Provide technical assistance and develop capacity of government institutions, parliament, civil society and private sector to develop, implement and monitor good governance policies and programmes at national and subnational levels.</p>	<p># of parliamentary reports discussed with civil society <i>B=TBD; T=8</i></p> <p>Percentage of public expenditure and financial accountability (PEFA) indicator ranked A or B <i>B=34%; T=50%;</i></p> <p># of anti-corruption laws passed <i>B=0; T=4</i></p> <p># of corruption cases handled by PNG legal and justice system <i>B=0; T=10</i></p> <p># of CSOs involved in implementing anti-corruption advocacy initiatives at national and provincial levels <i>B=0; T=5</i></p> <p># of mechanisms in place to support the implementation of peace and stability initiatives. <i>B=0; T=2</i></p>	<p>Enhanced capacity for government bodies, parliament and CSOs to design, implement and produce evidence-based anti-corruption interventions.</p> <p>Improved planning, budgeting and financial management at national and subnational level.</p> <p>Legal and regulatory framework on anti-corruption measures developed.</p> <p>Inclusive service delivery and accountability through better use of income from extractive industries.</p> <p>Increased role of civil society and anti-corruption bodies in social accountability.</p> <p>In Bougainville, a strengthened public sector and institutional development of the parliament.</p> <p>National security policy and gun-control strategy implemented.</p>	<p>Regular: \$1,130,000</p> <p>Other: \$4,200,000</p>
<p><b>Country programme/UNDAF outcome:</b> relevant government bodies undertake data and evidence-based, as well as participatory policy-making, planning and budgeting, monitoring and evaluation, and manage aid effectively to achieve MDGs with equity.</p> <p><b>Outcome indicators:</b> number of evidence-based policy/planning documents produced with focus on achieving MDGs with equity</p> <p><b>Strategic plan focus area:</b> poverty reduction and MDG achievement</p>					
<p>Allocate resources to coordinate, monitor and report on MDGs and aid effectiveness.</p>	<p>CSOs empower communities to demand services; donors, UNICEF, UNFPA, and UN-Women provide</p>	<p>Provide advisory policy support to increase Government's capacity to plan, budget and deliver services to communities</p>	<p># of national and subnational governments that use DevInfo/PNGInfo to monitor human development and service delivery</p>	<p>Planners formulate, implement plans using MDG acceleration strategy. CSO capacities strengthened in inclusive dialogue on policies, plans,</p>	<p>Regular: \$1,000,000</p> <p>Other:</p>

	technical assistance on MDG data collection.	and coordinate, collect, analyse and use data to inform decision-making processes.	<p><i>B=1; T=5</i></p> <p># of sectors with improved service delivery systems targeting rural populations including youths in Bougainville <i>B=0; T=4</i></p> <p>Proportion of national annual budgets allocated to social sectors <i>B=20%; T=40%</i></p> <p># of donors submitting timely data to Department of Planning (DNPM) <i>B=5; T=10</i></p>	budgets, monitoring and evaluation. DNPM has capacity to coordinate and manage development data. Foreign aid division has improved skills to coordinate and implement aid effectiveness strategy.	\$2,300,000
<p><b>National priority or goal:</b> make significant progress towards achieving gender equality and women's empowerment</p> <p><b>MTDP sectors:</b> law, order and justice; gender</p>					
<p><b>Country programme/UNDAF outcome:</b> women, men, boys and girls have increased opportunities to access services, resources, rights and decision-making processes through equal participation and to benefit from the economic, social and political development of Papua New Guinea</p> <p><b>Outcome indicators:</b> number of "champions" identified/emerging among boys/men; proportion of women to men elected to parliament</p> <p><b>Strategic plan focus area:</b> poverty reduction and MDG achievement, democratic governance</p>					
Allocate resources and lead the development/implementation of gender-responsive legislation and policies.	Women's entities, CSOs, local communities, UN-Women, UNFPA, UNAIDS, UNHCR, UNICEF, WHO provide technical and financial support for inclusive development and gender equality.	Provide advice and technical assistance to government, representative bodies and CSOs for institutional development and skills enhancement, to eliminate family and sexual violence, foster economic empowerment and increase women representation at all levels.	<p># of women candidates for elections endorsed by political parties <i>B=1; T=20</i></p> <p>Percentage increase in family and sexual violence, gender-based violence (GBV) cases registered with police and referred for support services <i>B=0%; T=25%</i></p> <p># of women accessing economic opportunities from public and private sectors in selected provinces <i>B=0; T: TBD from baseline study</i></p>	Organic law on gender equality drafted. Women candidates' and MPs' skills enhanced on policy analysis, and gender-sensitive provincial plans and budgets. Police and relevant CSOs have capacity to respond to GBV and family and sexual violence effectively. National/local plans developed and implemented to build a culture of non-violence, comply with human rights principles, integrating United Nations Security Council resolutions 1325 (2000) and 1820 (2008).	<p>Regular: \$1,250,000</p> <p>Other: \$3,200,000</p>

<p><b>National priority or goal:</b> reduce transmission of HIV and other sexually transmitted infections and minimize their impact on individuals, families and communities</p> <p><b>MTDP sectors:</b> health; youth; gender; HIV/AIDS; vulnerable and disadvantaged groups</p>					
<p><b>Country programme/UNDAF outcome:</b> the Government and its partners have strengthened capacity to deliver on the goals and strategic priorities of the national HIV and AIDS strategy</p> <p><b>Outcome indicators:</b> percentage of the provincial monitoring, evaluation and surveillance teams that are able to collect, analyse, report and disseminate data effectively</p> <p><b>Strategic plan focus area:</b> poverty reduction and MDG achievement</p>					
<p>Allocate resources, endorse and support implementation of enabling laws and policies that promote access to HIV services.</p>	<p>CSOs deliver HIV services to the most at-risk populations.</p> <p>UNAIDS and WHO support clinical services to communities.</p> <p>Increased provincial and community engagement in HIV response in provinces with limited local leadership.</p> <p>Systems in place to collect, communicate and utilize HIV evidence to scale up prevention, treatment and protection programmes.</p>	<p>Provide technical advice on strategic interventions:</p> <ul style="list-style-type: none"> <li>• HIV-sensitive plans and budgets</li> <li>• Leadership engagement</li> <li>• Social protection</li> <li>• Legal and policy enabling environment</li> </ul> <p>Share good practices on HIV response, MDGs and human development.</p>	<p># of CSOs assessed by capacity assessment tool <i>B=0; T=50</i></p> <p># of CSOs with improved organizational management systems. <i>B=0; T=50</i></p> <p>Percentage of provinces submitting HIV data to National AIDS Council Secretariat <i>B=0%; T=50%</i></p> <p># of communities allocated budgets from provincial HIV budgets <i>B=2; T=25</i></p> <p># of laws on HIV services for most-at-risk populations and GBV-affected groups submitted to NEC <i>B=0; T=3</i></p>	<p>Needs assessment of CSOs undertaken and capacity-development plan implemented.</p> <p>National HIV monitoring system manages data. Legal and policy frameworks adopted on increased access to HIV services for sex workers, men who have sex with men, and people living with HIV.</p> <p>Strategic leaders understand and practice improved leadership to respond to HIV.</p> <p>HIV-sensitive social protection initiatives and policy guidelines in place.</p> <p>Rural community engagement initiatives through community capacity enhancement implemented.</p>	<p>Regular: \$1,100,000</p> <p>Other: \$4,200,000</p>

## Annex 2

### UNFPA results and resources framework for Papua New Guinea, 2012-2015

<p><b>National development priority</b> (health): strengthened primary health care for all and improved service delivery for the rural majority and for the urban disadvantaged</p> <p><b>National development priority</b> (HIV/AIDS): reduce transmission of HIV and other sexually transmitted infections and minimize their impact on individuals, families and communities</p> <p><b>UNDAF outcome</b> (access to basic services): an increased number of citizens have access to high-quality health and education services, leading to longer, healthier and more productive lives</p> <p><b>UNDAF outcome</b> (social justice, protection and gender equality): Papua New Guinea makes progress towards becoming a more inclusive and equitable society, where all citizens enjoy political, economic and social rights, free from discrimination and irrespective of gender, ethnicity or geographical isolation</p>					
Programme component	Programme component results	Key indicators, baselines and targets	Partners	National priority/ Millennium Development Goals	Indicative resources
Reproductive health and rights	<p>The capacity of the Government and relevant stakeholders is strengthened to improve the quality of, access to and utilization of maternal, newborn, child and adolescent health services, including services for sexual and reproductive health.</p> <p>The Government and its partners have strengthened their capacity to achieve the goals and strategic priorities of the national HIV/AIDS strategy.</p>	<p>Contraceptive prevalence rate (modern methods) among married women aged 15-49 years Baseline: 32%; Target: 40%</p> <p>Percentage of births attended by skilled health workers Baseline: 40%; Target: 50%</p> <p>Referral rate for emergency obstetric support Baseline: 5%; Target: 10%</p> <p>Age-specific fertility rate for women aged 15-19 years Baseline: 65 per 1000; Target: 60 per 1000</p> <p>Percentage of men and women aged 15-59 who had more than one sexual partner in the past 12 months and who report the use of a condom during last intercourse Baseline: 38.9%; Target: 50%</p>	<p>The National Department of Health will provide leadership, coordination and counterpart resources.</p> <p>Family Health International; National AIDS Council Secretariat; National Youth Commission; UNAIDS; UNDP; UNICEF; University of Papua New Guinea; Young Women's Christian Association; WHO</p>	<p>Millennium Development Goals 5 and 6</p> <p>Key results areas 4 and 5 of the National Health Plan, 2011-2020</p>	<p>\$4 million from regular resources; \$2.2 million from other resources</p> <p>\$0.4 million from regular resources; \$0.9 million from other resources</p>

<p><b>National development priorities:</b> (a) a high-quality national statistical service for development planning, policy formulation, decision-making and research through the production of accurate, comprehensive and timely statistics that meet international standards; and (b) an advanced stage of foreign-aid management and the eventual independence from foreign aid</p> <p><b>UNDAF outcomes</b> (governance for equitable development): (a) the Government will realize significant improvements in good governance, the leadership of development processes, budgeting and the financial management of service delivery, making optimum use of available resources to achieve local Millennium Development Goal targets; and (b) Papua New Guinea becomes a safer, more secure and stable nation, where citizens can make real strides towards sustainable development</p>					
Population and development	Relevant government bodies engage in data-based, evidence-based and participatory policymaking, planning and budgeting to achieve, with equity, the Millennium Development Goals.	<p>Percentage of annual, operational plans of health, education and community development departments that utilize key demographic data (relating to size, population growth rate, age, gender composition and spatial distribution) Baseline: 0%; Target: 100%</p> <p>Number of census and survey data sets disaggregated by age, sex and location that are utilized for decision-making at national and provincial levels Baseline: 1 (2006 demographic and health survey); Target: 3</p> <p>Percentage increase in the national budget allocated to sectors (health, education, community development and HIV/AIDS) that are directly linked to Millennium Development Goals 3, 5 and 6 Baseline: 0; Target: 20% increase</p>	<p>The National Department of Planning and Monitoring will provide leadership, coordination and counterpart resources.</p> <p>National AIDS Council Secretariat; National Research Institute; National Statistical Office; UNAIDS; UNDP; UNICEF, University of Papua New Guinea; WHO</p>	Millennium Development Goals 3, 5 and 6	\$2.7 million from regular resources; \$1.6 million from other resources
Programme coordination and assistance	UNFPA country office has strengthened capacity for programme coordination, monitoring and evaluation.		United Nations country team	Millennium Development Goals 3, 5 and 6	\$0.6 million from regular resources

<p><b>National development priority:</b> make significant progress towards gender equality and women's empowerment</p> <p><b>UNDAF outcome</b> (social justice, protection and gender equality): Papua New Guinea makes progress towards becoming a more inclusive and equitable society, where all citizens enjoy political, economic and social rights, free from discrimination and irrespective of gender, ethnicity or geographical isolation.</p>					
Gender equality	Women, men, boys and girls have increased opportunities to access resources, rights and decision-making processes through equal participation in and benefits from the economic, social and political development of Papua New Guinea.	<p>Percentage reduction in the number of women aged 15-49 years who have experienced any form of violence in the last 12 months Baseline: to be determined; Target: 5% reduction</p> <p>Percentage of cases of gender-based violence that were reported to the police and that have been prosecuted Baseline: 0%; Target: 5%</p> <p>Percentage of trained advocates who have advocated the prosecution of gender-based violence cases Baseline: 0; Target: 50%</p> <p>Percentage of married women (aged 15-49 years) made jointed decisions with their partners in deciding the number and spacing of their children Baseline: to be determined; Target: increase by 20%</p>	<p>The Department for Community Development will provide leadership, coordination and counterpart resources.</p> <p>Institute of National Affairs; National Council of Women; provincial governments; UNDP; UNHCR; UNICEF; UN-Women; WHO; Young Women's Christian Association</p>	Millennium Development Goal 3	\$1 million from regular resources; \$1.2 million from other resources

### Annex 3

## UNICEF summary results matrix, 2012-2015, including the indicative budget

**Resources for 2012-2015: Regular: \$5,772,000; Other: \$38,440,000; Total: \$44,212,000**

<p><b>National development priority:</b> Strengthened primary health care for all and improved service delivery for the rural majority and urban disadvantaged. All school-aged children must enrol in school, complete nine years of basic education and should have learnt skills, knowledge and values covered in the basic education curriculum.</p>					
<p><b>UNDAF outcome:</b> An increased number of citizens have access to quality health and education services leading to longer, healthier and more productive lives.</p>					
Programme component	Programme component results	Key progress indicators, baselines (B) and targets (T)	Major partners	National priority/ Millennium Development Goals	Indicative resources
Young child survival and development (Medium-term strategic plan focus area 1)	The capacities of the Government and relevant stakeholders are strengthened to improve quality, access and utilization of maternal, newborn, child and adolescent health services, including sexual and reproductive health.	<p>Immunization coverage for three doses of combined diphtheria/pertussis/tetanus vaccine: <i>B=65%; T=90%</i></p> <p>Immunization coverage against measles (children under 9 months): <i>B=65%; T=90%</i></p> <p>Percentage of children under 5 years who are underweight: <i>B=28%; T=20%</i></p> <p>Exclusive breast feeding up to 6 months: <i>B=35%; T=50%</i></p> <p>Percentage of children aged 12 months receiving 2 doses of vitamin A: <i>B=22%; T&gt;80%</i></p> <p>Percentage of births attended by skilled health workers: <i>B=40%; T=50%</i></p>	UNFPA; World Health Organization (WHO) Department of Health: <i>Provide leadership, coordination and counterpart resources for the programme, both financially and technically.</i>	National Health Plan, 2011-2020: key results areas (KRAs) 4 and 5 Goals 1, 4, 5 and 7	Regular resources: \$400,000 Other resources: \$9,200,000
Basic education and gender equality (Focus area 2)	Sufficient capacity exists within the Department of Education and the Department of Community Development, together with cognate departments and provincial divisions of education and community	<p>Net enrolment rate: <i>B=59.2%; T=74.3%</i></p> <p>Gender parity index: <i>B=0.91%; T=0.97%</i></p>	UNESCO, UNFPA Departments of Education and Community Development: <i>Provide leadership, coordination and counterpart resources for the programme, both</i>	Universal Basic Education Plan, 2010-2019 Goals 2 and 3	Regular resources: \$1,200,000 Other resources: \$16,020,000

	development, to formulate and implement policies and programmes to achieve inclusive universal basic education, holistic early childhood care and development, and alternative pathways to learning.		<i>financially and technically.</i> Japanese International Cooperation Agency; New Zealand Agency for International Development (NZAID); European Union; World Bank; Australian Agency for International Development (AusAID): <i>Provide the necessary resources for programme implementation.</i>		
<b>National development priority:</b> Reduce transmission of HIV and other sexually transmitted infection and minimize their impact on individuals, families and communities. Vulnerable and disadvantaged people have the support they require from the Government, service providers and the public for meeting their right to a minimum standard of living.					
<b>UNDAF outcome:</b> Papua New Guinea progresses towards becoming a more inclusive and equitable society where all citizens enjoy political, economic and social rights, free from discrimination and irrespective of gender, ethnicity or geographical isolation.					
HIV and AIDS (Focus area 3)	The Government has strengthened national capacity to deliver on the goals and strategic priorities of the national HIV and AIDS strategy.	Percentage of HIV-positive pregnant women who receive antiretroviral medicines to reduce the risk of mother-to-child transmission: <i>B=12%; T=80%</i> Percentage of HIV-infected children (aged 0-14 years) receiving antiretroviral therapy: <i>B= 12%; T=80%</i>	UNAIDS; UNDP; UNFPA; UN-Women; WHO: <i>Work together, bringing their respective comparative advantage, to achieve the stated results.</i> Department of Health; National AIDS Council Secretariat: <i>Lead, coordinate and co-resource the programme.</i>	National HIV and AIDS Strategy 2011-2015 National Health Plan, 2011-2020: KRAs 5, 6 and 7 Goals 3, 4, 5 and 6.	Regular resources: \$200,000 Other resources: \$4,800,000
Child protection (Focus area 4)	Children at risk of violence, exploitation and abuse have increased access to prevention and intervention services for protection and justice, to allow them to claim their rights, supported by protective legislation and policy frameworks.	Percentage of children accessing protective services: <i>B=2%; T=30%</i> Percentage of children diverted from detention: <i>B=48%; T=75%</i> Percentage of all reported gender-based violence cases to the police that have been prosecuted: <i>B=0; T=10%</i>	Office for the Coordination of Humanitarian Affairs, UN-Women: <i>Collaborate and provide a synergy of their expertise and comparative advantage.</i> Departments of Community Development, Justice and Law Sector; police; magisterial services; community-based	<i>Lukautim Pikinini Act</i> All Goals	Regular resources: \$1,200,000 Other resources: \$6,600,000

			<p>corrections; village courts: <i>Facilitate implementation of the programme, providing leadership, coordination and oversight.</i></p> <p>Civil society organizations: <i>Mobilize communities and provide a platform for demand and holding the Government accountable.</i></p>		
<p><b>National development priority:</b> High-quality national statistical service for development planning, policy formulation, decision-making and research through the production of accurate, comprehensive and timely statistics of an international standard. Advanced stage of foreign aid management and ultimately attain independence from foreign aid</p>					
<p><b>UNDAF outcome:</b> The Government will realize significant improvements in good governance, the leadership of development planning processes, budgeting and financial management of service delivery – making optimum use of available resources to attain the localized Millennium Development Goals targets. Papua New Guinea becomes a safer, more secure and stable nation upon which its citizens can make real strides towards sustainable development.</p>					
Policy advocacy and partnerships for children (Focus area 5)	Relevant government bodies undertake participatory evidence-based and equity-sensitive policy-making, planning and budgeting to achieve the Millennium Development Goals.	Percentage increase of the national budget that goes to sectors directly linked to achievement of the Millennium Development Goals: <i>B=0; T=20%</i>	National Statistical Office; Department of Planning and Monitoring AusAID; NZAID UNDP; UNFPA; UN-Women.	All Goals	Regular resources: \$1,272,000 Other resources: \$720,000
<p><u>Cross-sectoral costs</u></p>					<p><u>Regular resources:</u> <u>\$1,500,000</u></p> <p><u>Other resources:</u> <u>\$1,100,000</u></p>