

The background features a decorative graphic consisting of three overlapping circles in shades of blue, arranged in a descending diagonal line from the top right towards the bottom right. Two thin, light blue lines intersect at the top left and extend diagonally across the page, framing the circles. The text is positioned in the lower-left quadrant of the page.

**PAPUA NEW GUINEA**  
**United Nations**  
**Development Assistance**  
**Framework (UNDAF) 2012-**  
**2015**

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## Foreword

The United Nations has a special contribution to make to the development of Papua New Guinea (PNG). This contribution is not primarily financial; it is as a multilateral partner that acts as a standard setter, policy adviser, capacity developer, implementation supporter, coordination specialist, and catalyst for change – including new approaches to development that are suited to the unique political, economic and social context of PNG. The Millennium Declaration and the Millennium Development Goals (MDGs) provide the basis for the UN's strategic positioning and support to national development plans.

It gives me great pleasure to present, on behalf of the Government and the people of Papua New Guinea, a truly integrated programme of the United Nations System in Papua New Guinea. Instead of fitting their individual agencies' strategies into a United Nations Agencies Development Assistance Framework, my Government and the United Nations Agencies adopted a holistic approach by defining where the United Nations System in its entirety has comparative advantages and in what ways could these advantages best contribute to the national development vision and goals as set out in the Medium Term Development Plan (MTDP) and its MDG-based indicators. This UNDAF is built on these comparative advantages and in doing so aims to create synergies between the different UN Agencies participating in this UNDAF.

Much has been said and written about the Paris Declaration; in Papua New Guinea we are now taking bold steps to implement the Declaration. We are a country with a small population and a small public service and simply cannot afford to negotiate separate cooperation agreements with the various United Nations Agencies.

As such, this single UNDAF represents a significant step forward in the process of aid harmonization, and will substantially reduce the costs involved in interacting with the United Nations. We read with great interest the report of the High -Level Panel (HLP) on United Nations Reform and are pleased to know the report recommends the joint process undertaken by our Government and the United Nations Country Team. With the winds of change blowing through the international arena as a result of the recommendations of the HLP Report, the Government of Papua New Guinea decided the time was ripe to launch this one United Nations UNDAF. From the onset, we found a willing audience in the United Nations Country Team and their Resident Coordinator, Mr. David McLachlan-Karr.

The new United Nations UNDAF will provide the overarching framework for action in the coming years. The programme will be supported by a single UNDAF Action Plan, where detailed programmes and methodologies will be agreed, followed by recurring Joint Annual Work Plans for each thematic area covered by the UNDAF that provide an integrated outline of the annual activities of the UN in the country.

The Programme and resource allocations will be guided by a joint Government/UN Steering Committee, reinforcing the governments' ownership of the UN agenda in PNG. The process sees a milestone for our government, largely because of the clear leadership and ownership of Papua New Guineans in the formulation of this document.

Lastly, this UNDAF is supported by a single UN Country Fund, which manages the majority of UN resources in support of the UNDAF. The main donors to the UN have agreed to utilize the UN Country Fund, to manage their support to the UN in country. The UN reports on an annual basis through a single development report on the use of these resources and the results achieved to government and donors, rather than all agencies individually, thereby significantly reducing transaction costs for the government and partners to the UN, and enhancing transparency and accountability of the UN towards government in line with the objectives of the Paris Declaration.

The GoPNG and the UNCT will remain committed to these *Delivering as One* structure and will continue to adhere to the localized principles of “Delivering as One” at the country level.

Signed:

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**Hon. XXX**  
**Minister for Foreign Affairs, Trade and  
Independent State of Papua New Guinea**

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## Signatory Page

The United Nations Development Assistance Framework (UNDAF) outlines the work that will be undertaken by the United Nations System in Papua New Guinea over the four-year period: 2012-2015. The UNDAF is a partnership that has been developed between the UN and the Government of Papua New Guinea which articulates the development vision, goals and aspirations of the people of Papua New Guinea to achieve the national Millennium Development Goal targets - as expressed in the PNG national Medium Term Development Plan 2011-2015, the Development Strategic Plan (DSP) 2010-2030 and the longer-term, *Vision 2050*. This partnership is mutually reinforcing and is designed to evolve with the changing realities and requirements of the national development paradigm. Through its regular monitoring and reporting to the PNG Government, the United Nations will gauge progress on its programme delivery and promote policies to ensure that assistance is delivered in the most cost-effective and coherent manner possible. The UNDAF partnership is formally signed between the Host Government and the United Nations and also reflects the broad process of dialogue and consultation that has been undertaken with a wide range of actors, including civil society, faith-based organizations, other multilateral organizations and bilateral donors.

<b>UNICEF</b>	Dr. Bertrand Desmoulins Representative	<b>UNDP UNV</b>	Ms. Carol Flore Deputy Representative
<b>UNFPA</b>	<b>Dr. Gilbert Hiawalyer</b> Representative a.i.	<b>WHO</b>	Dr. William Ado-Krow Representative
<b>UN Women</b>	Ms. Elizabeth Cox Sub-regional Director	<b>FAO</b>	Mr. Vili Fuave Sub-regional Representative
<b>UNHCR</b>	Ms. Walpurga Englbrecht Representative	<b>OCHA</b>	Oliver Lacey Hall, Head of Regional Office for Asia and Pacific
<b>UNAIDS</b>	Mr. Stuart Watson Country Coordinator	<b>UNESCO</b>	Mr. Visasio Pongi Representative
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Mr. Zakaria  
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For and on Behalf of the United Nations in Papua  
New Guinea

For and on behalf of the people of Papua New  
Guinea

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**David McLachlan-Karr**  
**Resident Coordinator**  
**UN System in Papua New Guinea**

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**Hon. Paul Tiensten**  
**Minister for National Planning and District**  
**Development**  
**Government of Papua New Guinea**

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## Acronyms

ADB	Asian Development Bank
AGE	Acceleration of Girls' Education
ART	Antiretroviral Therapy
AusAID	Australian Agency for International Development
CCA	Common Country Assessment
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CERD	International Convention on the Elimination of All forms of Racial Discrimination
C-CPD	Common Country programme Document (Excoms only)
CRC	Convention on the Rights of the Child
CLRC	Constitutional and Law Reform Commission
CS	Correctional Services
CSO	Civil Society Organization
DAL	Department of Agriculture and Livestock
DCD	Department for Community Development
DEC	Department of Environment and Conservation
DOE	Department of Education
DoF	Department of Finance
DoT	Department of Treasury
DFAT	Department of Foreign Affairs and Trade
DFID	Department of International Development
DHS	Demographic and Health Survey
DJAG	Department of Justice and Attorney General
DMT	Disaster Management Team
DNPM	Department of National Planning and Monitoring
DoH	Department of Health
DPLLGA	Department of Provincial and Local Level Government Affairs
ECCD	Early Childhood Care and Development
EU	European Union
FAO	Food and Agriculture Organization
GEF	Global Environment Facility
GER	Gross Enrollment Rate
GDI	Gender-related Development Index
GFATM	Global Fund to Fight HIV and AIDS, Tuberculosis and Malaria
GoPNG	Government of Papua New Guinea
HDI	Human Development Index
HDR	Human Development Report
HIV/AIDS	Human Immuno-deficiency Virus/Acquired Immune Deficiency Syndrome
HLP	High Level Panel
HRBAP	Human Rights Based Approach to Programming
IADG	Internationally Agreed Development Goals
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
IEA	International Education Association
IFAD	Institute for Food and Agricultural Development
ILO	International Labour Organization
JSC	Joint Steering Committee
LLG	Local Level Government
MCH	Mother and Child Health

MD	Millennium Declaration
MDG	Millennium Development Goal
MP	Member of Parliament
MTDP	Medium-Term Development Plan
NAC	National AIDS Council
NACS	National AIDS Council Secretariat
NCD	National Capital District
NCW	National Council of Women
NEC	National Executive Council
NER	Net Enrollment Rate
NDC	National Disaster Centre
NEFC	National Economic and Fiscal Commission
NGO	Non-Governmental Organization
NSO	National Statistics Organization
OC	Ombudsman Commission
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the United Nations High Commissioner for Human Rights
PCC	Programme Coordination Committee
PA	Provincial Administration
PAC	Provincial AIDS Council
PHDR	Provincial Human Development Report
PLWHA	People Living With HIV and AIDS
RPNGC	Royal Papua New Guinea Constabulary
STI	Sexually Transmitted Infection
SWAp	Sector-Wide Approach
TT	Task Team
TWG	Technical Working Group
UNRCO	United Nations Resident Coordinators' Office
UNCC	UN Communications Committee
UNDAF	United Nations UNDAF
UPR	Universal Periodic Review
C-CPAP	Common UNDAF Action Plan
UN C-CPD	Common UNDAF Document (Excom only)
UNCT	UN Country Team
UNDAF	United Nations Development Assistance Framework
UNDAF AP	UNDAF Action Plan
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOC	UN Operations Committee
UNRC	United Nations Resident Coordinator
UN	TWG United Nations Technical Working Group
UNV	United Nations Volunteers
UPE	Universal Primary Education
UPNG	University of Papua New Guinea
VCT	Voluntary Counseling and Testing
WB	World Bank
WHO	World Health Organization
WIL	Women in Leadership

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## 1. Executive Summary

This Development Assistance Framework (UNDAF) is a partnership agreement between the United Nations System and the Government of Papua New Guinea (PNG). It outlines an ambitious programme of development assistance and cooperation that is based on national strategic and planning processes - most notably, the government's Medium-Term Development Plan (MTDP 2011-2015) - launched by the Minister for Planning, the Hon. Paul Tiensten, in October 2010. The result is a comprehensive development assistance framework that will form the basis of the work of the UN System in PNG over the coming four-year period: 2012-2015. The UN entities party to the present UNDAF are: ILO, FAO, OCHA, OHCHR, UNAIDS, UNCDF, UNDP, UNEP, UNESCO, UNFPA, UN HABITAT, UNHCR, UNICEF, UNV UN Women and WHO.

The entry point for the UNDAF process was an objective evaluation of the United Nations System's comparative advantage in supporting the development goals of the Medium-Term Development Plan (MTDP). Under the overarching theme of "Supporting PNG to accelerate MDG Achievement", the United Nations Country Team (UNCT) has agreed to focus support in four key outcome areas: i) Governance for Equitable Development; ii) Social Justice, Protection and Gender Equality; iii) Access to Basic Services; and iv) Environment, Climate Change and Disaster Risk Management. These development outcome 'pillars' have been identified by the Government of Papua New Guinea as essential components in its overall strategy for accelerating MDG achievement. Through the MDG prism, the United Nations will systematically focus on developing a deeper understanding of the root causes of poverty and conflict by examining strategies for working to address potential instability and manage conflict more effectively, and assessing the potential role of key stakeholders in contributing to MDG achievement.

The key strategies which underpin the UNDAF are capacity development, the promotion of human rights and the application of a human rights-based approach to programming, the promotion of low carbon growth and climate change resilient development, the decentralization and strengthening of civil society, the promotion of evidence-based monitoring systems, the mainstreaming of gender equality and opportunities for women and fighting HIV and AIDS and other communicable diseases.

It is important to recognize that while the signing of this Partnership Agreement is the culmination of many months of preparation, it merely represents the very start of the programming process. The fine tuning of the programme and the definition of management arrangements and implementation mechanisms for each of the four key outcome areas will be presented in a single, unified UNDAF Action Plan (UNDAF-AP). Given the specificity of the UNDAF-AP, it will be the United Nations main instrument for establishing and consolidating partnerships with relevant development partners, as well as mobilizing the necessary financial resources to ensure sustainable programme delivery. At the end of each year, the Government of Papua New Guinea and the United Nations will agree on an Annual Work Plan for each of the outcome areas. The Annual Work Plans will contain considerable detail and will form the basis for the work of all United Nations programme staff. All agencies will contribute to the monitoring and evaluation of agreed outcomes in the UNDAF with quality assurance provided by the Head of Agency responsible for the Task Team. The UN Resident Coordinator in turn, will ensure that an independent monitoring and evaluation framework is in place to coordinate the collation of reporting on an annual basis to government and stakeholders.

The UN System has estimated its programmatic interventions for the life of the UNDAF 2012-2015 at a total value of approximately US\$ 190 million. Of this figure, approximately US\$ 65 million (34 percent) will be required through supplementary joint resource mobilization efforts.

## 2. National Development Context

### 2.1 Country Context and Situation Analysis

Papua New Guinea (PNG) is a lower middle-income country with an area of 461,690 square kilometers and a population of about 7 million. It is one of the world's most ethnically diverse countries with over 850 indigenous languages. 85% of the population live in rural areas and 40% are under the age of 15. With an annual population growth rate of 2.3%, 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% of the population lives on less than US\$ 1/day with a Gini coefficient of 0.509 (1996). 75% of households depend on subsistence agriculture.

PNG achieved independence in 1975. National general elections are held every five years, with the next elections due in July 2012. PNG is a vibrant democracy with a free press and independent judiciary with a strong link between ethnicity and party affiliation. This favors 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% in the national parliament).

Papua New Guinea has ratified five core Human Rights treaties (ICCPR, ICESCR, CEDAW, CRC and CERD) and the Constitution guarantees Human Rights; the challenge is in implementation and protection of those rights in law, policy and practice. Impunity and lack of accountability for violations of Human Rights, failure of the State to respect, protect or fulfill its human rights obligations and lack of access to justice for victims are some of the key concerns. In the past two years recommendations were made to the Government by the UN Special Rapporteur on torture following his mission to PNG (2011)<sup>1</sup> and the CEDAW committee (2010) to address some of these concerns. PNG will be reviewed by the Universal Periodic Review (UPR) in 2011 and the outcomes of that process will also provide guidance on ways to improve implementation of human rights obligations.

A 2001 peace agreement put an end to a bloody civil war on Bougainville Island in 1990s leaving thousands dead. This fostered the creation of the country's first Autonomous Region (2001) and the first election of the Autonomous Government (2005). Peace-building, recovery and development in the fragmented post-conflict environment are a major challenge.

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

PNG received net overseas development assistance of US\$ 46.28 per capita in 2008. Australia is the largest bilateral aid donor (AU\$ 450 million in 2010). Other smaller contributors are New Zealand, China, Japan and the European Union. ASEAN states hold significant investment holdings in the primary sector. Despite increasing national wealth, however, human development outcomes continue to lag behind: PNG ranks 137 out of 169 countries on the Human Development Index (HDI)<sup>2</sup>, life expectancy is 62 years, 25% of children never go to school

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<sup>1</sup> The UN Special Rapporteur on torture report to the UN Human Rights Council 2011 A/HRC/16/52/Add.5.

<sup>2</sup> Human Development Report, 2010, UNDP

and gross national income per capita is \$2,227<sup>3</sup>. The mountainous terrain, scattered small islands, expensive air travel - the only link between the capital and provinces – are a major infrastructure challenge for the population and adversely affects development effectiveness. Only 7% have access to the electric grid and reticulated water and two-fifths of health/sub-health centers and rural health posts have no electricity or essential medical equipment.

The 2004 and 2009 National Millennium Development Goals (MDG) Progress Reports conclude that the country is not on track to meet any of its MDG targets. Censuses, surveys and service statistics in PNG since 1971 track the significant disparities that exist within the country, including a gap of 15 plus 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.

Gender equality is a significant challenge and systemic violations of women's rights exist throughout PNG. PNG 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 (GBV) is unacceptably high, with two-thirds of women estimated to have experienced it<sup>4</sup>. Women are vastly under-represented at all levels of government, limiting their power to influence public policy. On the positive side, the *Lukautim Pikinini Act (2009)* provides a legal framework for child protection, but still requires concerted efforts to ensure full implementation.

Vision 2050 states that “The 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 national 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 enrollments in basic education from 957,000 (2005) to 1.3 million by 2014. Similarly the National Health Plan (2010-2020) aims to tackle the very high infant and maternal mortality.

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

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, infant mortality had reached 57 per 1000 live births (64 in 2000) and maternal mortality was 733 per 100,000 live births (370 in 1996)<sup>5</sup>. The low antenatal care coverage (60% for one visit); only 39% of births delivered by trained personnel, contraceptive prevalence rate of 24.1% in women aged 15-49 and 29.8% in married women, 13% of teenage pregnancies combined with the challenges of distance, isolation, lack of transport and an extreme shortage of skilled birth attendants highlight the hazards of childbirth in PNG.

Due to the intense efforts of many actors, including churches and civil society organizations, the rapid upward trend in HIV prevalence that peaked in 2005 has slowed down to a national rate of 0.9% (2009), although masking provincial pockets with very high prevalence and a gender dimension. However, risk factors still exist: sexually transmitted infections (STI) are among the highest in the Pacific with total STI cases increasing from 21,213 in 2000 to over 71,000 in 2009 (a 235% rise). The high gender-based crimes and extant legislation that criminalizes sex

<sup>3</sup>Human Development Report, 2010, UNDP

<sup>4</sup>Gangster-Creidler, Margit. Gender-based Violence and the impact on Women's Health and Well-being in PNG, Contemporary PNG Studies, Vol. 13, Nov 2010

<sup>5</sup>The difference between the data is caused by different methodologies used to calculate the maternal mortality ratio. The UN number has been obtained through modeling, while the DHS data is indirect sisterhood method.

work and homosexuality are drivers of the epidemic. PNG is a source, destination, and transit country for men, women and children subjected to human trafficking (domestic and international), specially forced prostitution and forced labor<sup>6</sup>.

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

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

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

## 2.2 National development priorities

During the course of 2010, the Government of Papua New Guinea launched a series of ambitious planning strategies designed to accelerate and re-energize the achievement of national development goals in light of new economic opportunities: the “**Vision 2050**” with a 40-year lifespan (**2010-2050**), the **Development Strategic Plan (DSP)** with a lifecycle covering **2010-2030**, and the Medium-Term Development Plan, **MTDP 2011-2015**. Subsequent to the launch of these national development strategies, the minister responsible for planning, the Hon. Paul Tiensten, requested Development Partners to align their country strategies with the new national priorities outlined in the MTDP, DSP and Vision 2050 frameworks.

The UN Country Team accepted the challenge and petitioned the United Nations Development Group Asia-Pacific team to truncate the programme cycle of the extant UN Country Programme by one year (2008-2011) in order to begin preparations for a new UNDAF cycle to better match the timing of national planning processes and harmonize with the new government priorities.

The MTDP 2011-2015 concentrates on policy areas referred to as “key enablers” to lay the foundation for the success of all other parts of the DSP. The Government aims to integrate its investment to lay the foundation for growth by addressing the supply-side constraints and expanding the productive capacity of the economy.

The key planning document for UN Programming is the national Medium-Term Development Strategy 2011-2015 which groups national development priorities into three broad categories: (i) Key Sectors; (ii) Economic Sectors and; (iii) Cross-cutting Sectors - which are reflected in the following priority areas:

Key Sectors	Economic Sectors	Cross Cutting Sectors
Land development	Agriculture and livestock	Population
Law, order and justice	Fisheries	Youth
Health	Forestry	Gender
Primary and secondary education	Petroleum	HIV/AIDS

<sup>6</sup>US Department of State, Trafficking in Persons Report, 2010

Higher education	Minerals	Vulnerability and disadvantaged groups
Human resource development and training	Non-agricultural informal sector	Environment
Research, science and technology	Small and medium enterprises	Climate change
Road transport	Manufacturing sector	Natural disaster management
Water transport	Tourism sector	Governance and public sector management
Air transport		National statistics systems
Utilities		Foreign policy
Information communication technology		Immigration
Energy development		Foreign Aid
Rural development		Defense and security
Urban development		Sport

The new UNDAF 2012-2015 has taken these priorities as the starting point for an extensive evaluation of where UN mandates provided a clear comparative advantage in supporting government to achieve the results outlined in the MTDSP.

### 3. UN Context

#### 3.1 UN in PNG 2008-2011

The United Nations in PNG is represented by 15 agencies/funds/programmes and has a total of 225 staff working on the ground<sup>7</sup>. The UN Headquarters are based in the nation's capital, Port Moresby. The UN has decentralized presence through field offices located on Bougainville (Buka, Arawa and Siwai) and at Goroka (Eastern Highlands).

The previous UN Country Programme 2008-2011 was valued at 118,000,000USD<sup>8</sup> and focused on the following thematic areas:

<sup>7</sup> Source: UN House proposal 2011

<sup>8</sup> Source: UNDAF 2008-2011

<b>Pillar 1: Governance</b>	<b>Pillar 3: Sustainable Livelihoods and Population</b>
• Conflict Prevention & Disaster Risk Reduction	• Environmental Management and Sustainable Livelihoods
• Parliament and Legislative Processes	• Population
• MDGs in Planning	<b>Pillar 4: HIV/AIDS</b>
• Provincial Planning	• Prevention
• Human Rights	• Management
<b>Pillar 2: Foundations for Human Development</b>	• Treatment
• Health	<b>Pillar 5: Gender</b>
• Education	• Gender Based Violence
• Child Protection	• Women in Leadership

### 3.2 Delivering as One in PNG

The UN General Assembly's Tri Annual Comprehensive Review (TCPR) 2004 and 2007 called for wide-ranging reforms to enhance the *efficiency, effectiveness and coherence* of the UN System both at headquarters and at the Country-level. **Delivering as One in PNG** was first introduced in 2006 and is based on five pillars:

1. UN Development Assistance Framework 2012-2015 (One Programme)
  2. UN Budgetary Framework (incl. UN Country Fund)
  3. UN Communications and Advocacy
  4. UN Operations
  5. UN Haus
- **One Programme (UNDAF 2012-2015):** The UNCT has designed a *One Programme* which covers 95% of all UN programme interventions in PNG. UN agencies have pooled their programme staff in *Thematic Task Teams*. The work of the Task Teams is based on *Joint Annual Work Plans* reflecting all interventions of the UN under a single development outcome. Agencies derive their agency work plans directly from these Joint Annual Work Plans. The UNCT reports annually through a single *UN Development Report* to the national government and stakeholders. The UNDAF 2012-2015 outlines the high-level strategic focus of the UN System in support of national development priorities (the “what” the UN intends to do). The UNDAF Action Plan provides an overview of the management arrangements and operational mechanisms underpinning the UNDAF strategy (the “how” the UN intends to do it).
  - **UN Budgetary Framework (including UN Country Fund)<sup>9</sup>:** The One UN Budgetary Framework currently manages 53% of all UN resources in PNG<sup>10</sup>. Most bilateral resource transfers in-country (in particular from key donors such as AusAID and NZAID), private sector contributions, and CSO and government funds, are managed through the single UN Country Fund. The UN Fund is managed by a committee representing the UN System and headed by a Representative elected for a two-year period. Allocations of un-earmarked resources are guided by performance of the Task Teams and based on several criteria: relevance, alignment with national priorities and past delivery performance. The UN Budgetary Framework includes a *Joint Resource Mobilization Strategy*, allowing UNCT members to mobilize resources in support of Joint Annual Work Plans, as well as for agency needs (including personnel). This brings the Fund close to a single mechanism for development by directly financing the UNDAF and national development priorities. Donors receive the Joint Annual Work Plans of the Thematic Task Teams and use the Joint Annual Work Plans as the reference for deciding on their respective resource allocations.

<sup>9</sup> For further details, pls refer to the UN Budgetary Framework document to be obtained from the UN PNG website [www.un.org.pg](http://www.un.org.pg)

<sup>10</sup> Ref UN Budgetary Framework document

- **Joint Advocacy and Communication:** The UNCT has developed a joint advocacy and communication strategy which is anchored in the promotion of common UN programmatic priorities in PNG: MDG achievement, gender equality and the eradication of Gender-Based Violence and HIV/AIDS. The UN Communication Team also supports individual agencies with the promotion of special outreach campaigns, set against the backdrop of the commemoration of international days designated by the UN General Assembly and of interest to the GoPNG. The UN Communications Committee (UNCC) comprises the communication officers of most agencies and is led by the Communications Specialist of the Resident Coordinator's Office. The UNCC Annual Work Plan outlines the key activities to be observed in any one given year and also designs public affairs events around joint MDG campaigns and advocacy campaigns for GBV and HIV/AIDS.
- **UN Operations<sup>11</sup>:** As of January 2011, the UNCT agreed to work towards the more comprehensive integration of system-wide operational and logistic activities in a UN Service Centre. The rationale for the Service Centre is to reduce costs and improve on operational efficiencies across the UN System in PNG. The Service Center currently provides procurement, ICT and logistical support (communications, transport, travel, etc.), with the aim of incrementally expanding common service delivery over the period 2012-2018. In addition, UN Operations has expanded significantly the Joint Procurement services for the UN System, negotiating large contracts as a UN, rather than on an individual agency basis. The UNOC, comprising the operation managers of individual agencies is led by the Operations Specialist of the Resident Coordinator's Office.
- **UN House:** The UN System is currently partially co-located on several floors of a commercial office building in Port Moresby. In order to further facilitate the specific programme management arrangements in PNG under the *Delivering as One* initiative and to enhance the leverage and cost reductions of UN Operations, the UNCT is in the process of developing a new UN House which will allow the co-location of all UN agencies<sup>12</sup> in PNG in one single building and facilitate further reform of business processes. The national government has presented the UN System with a land deed for the construction of a purpose-built *UN Haus* in the heart of the government administrative district of Waigani.

An independent Mid-Term Review (MTR) of the Country Programme and *Delivering as One* model was carried out in 2010. The MTR confirmed that the new structure had led to a significant reduction in programme duplication and fragmentation between UN agencies, a lowering of transactional and operational costs, and contributed to enhancing the transparency and accountability of the UN system in PNG. However, the MTR did highlight the need to refocus the programme and rationalize the number of outcomes and Task Teams responsible for programme delivery at country level, something the UNCT has taken as the starting point of this UNDAF.

### 3.3 Management arrangements in support of the UNDAF 2012-2015

The DaO strategy is supported by the following management arrangements at the country level:

<sup>11</sup> For further details, pls refer to the UN Operational Reform strategy document, to be obtained from the UN PNG website [www.un.org.pg](http://www.un.org.pg)

<sup>12</sup> WHO has for the moment chosen the stay in their current premises, co-located with the Ministry of Health, their main implementing partner in PNG.

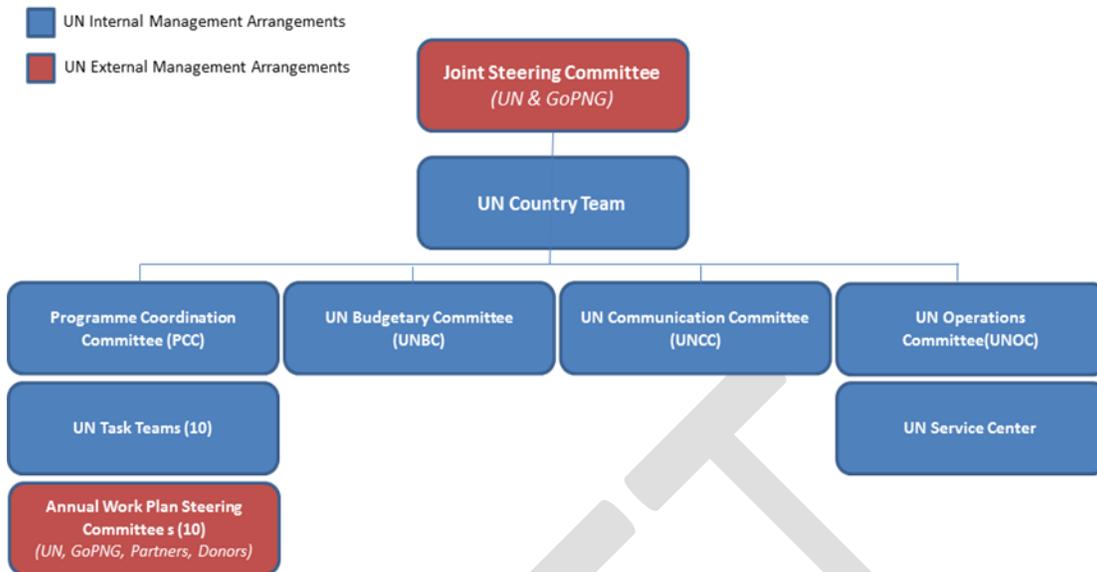


Figure: UN PNG Management Arrangements

#### A. External structures for programme delivery

The UNDAF 2012-2015 is guided by a **joint GoPNG/UN Programme Steering Committee**, which is co-chaired by the UN resident Coordinator and the GoPNG. The joint GoPNG/UN Programme Steering Committee:

- has maximum authority and provides oversight and direction; they have to the power to alter, change, and make more relevant the UN Programming and resource allocations from the UN Country Fund;
- meets at the end of every year to conduct a joint review of the performance of the country programme, based on the UN Annual Progress Report PNG and approve the resource allocations to the Joint Annual Work Plans for the next year;
- provides guidance through the identification of key priorities and formulation of recommendations and also review lessons learned and recommendations generated by the Mid-Term Evaluation and the Final Evaluation of the UNCP;
- assists to coordinate the preparation of the next Country Programme

**Annual Work Plan Steering Committees (AWP Steering Committees):** The AWP Steering Committee is comprised of senior representatives of the Implementing Partner, the Department of National Planning and Monitoring, the UN Agencies, donor and beneficiaries. Within the context of the UNCP, the AWP Steering Committee will:

- Oversee the implementation, monitoring and evaluation of the respective AWP and discusses progress towards achieving the interagency outcome;
- Review and approve Quarterly and Annual Progress Reports;
- Contribute to the design, implementation of the Mid-Term and Final;
- Evaluation of the Interagency Outcome;
- Provide guidance on alleviating any programme bottlenecks;
- Endorse 5-Year Strategic Plan and the Annual Work Plan of respective Interagency Outcome.

## B. Internal structures for programme delivery

**United Nations Country Team:** The UNCT is comprised of the Resident Coordinator (RC) and the Heads of Agencies (HoAs). Within the context of the UNCP, the UNCT will:

- Discuss progress in the AWP's at the political and strategic level;
- Oversee the integration of, and promote synergies between, the Interagency Outcome AWP's (to do so technical input is provided by the Programme Coordinating Committee);
- Oversee the quality of the 5-Year Strategic Plans, including their AWP's;
- Where necessary provide guidance on alleviating any programme bottlenecks to Task Teams, the Programme Coordinating Committee and Individual Staff Members.

**Programme Coordination Committee:** The Programme Coordination Committee consists of the Task Team Leaders, and Heads of the Programme Section of the UN Agencies. The role of Chair rotates among the members. Within the context of the UNDAF, the Programme Coordination Committee will:

- Ensure knowledge sharing and coordination among Task Team Leaders and Heads of Programme;
- Promote synergies and identify cross-fertilization potential between Interagency Outcome areas, and advise the UNCT accordingly;
- Coordinate the development of the quarterly and annual reports to the Government and donors;
- Make recommendations to the UNCT on programme management related issues;
- Ensure coordination between agencies in respect to assurance activities related to HACT across Interagency Outcomes.

**Task Teams:** The UNCT will strongly rely on Task Teams for the delivery of development results as defined per Interagency Outcome. Task Teams will be headed by Task Team Leaders (who will be nominated by the relevant Heads of Agency and endorsed by the UNCT). The Task Teams will:

- Provide input and analysis for the development of the UNDAF;
- Engage in development and implementation of the Joint Annual Work Plan (including M&E plan) on an annual basis;
- Develop and maintain a high quality updated '4 Year Strategic Plan' (for each Interagency Outcome Area)
- Deliver Quarterly Strategic reports by agreed deadlines to the Head of the lead Agency who will report to the UNCT
- Ensure coordination of HACT assurance activities with their nominated Implementing Partner identified for the Interagency Outcome area.

### 3.4 Non Resident Agencies

Non Resident Agencies (NRA's) are represented by the Resident Coordinator on a day-to-day basis. If a NRA has project staff on the ground in PNG, the most senior programme officer is invited as an observer in UNCT meetings.

The DaO model has proven to be conducive to further integration and engagement with NRA's. All of the NRA's have signed the UNDAF 2012-2015 and the UN Budgetary Framework (including the UN Country Fund). Each of the NRA's is allocated to Task Teams where their work and mandates are reflected under the Joint Annual Work Plan. All of the Non Resident Agencies are actively participating in the Task team meetings, joint planning activities and reporting (both quarterly and annually). Task Teams ensure each of the NRA members are included through teleconference into each Task Team meeting.

In terms of resourced mobilization, as NRA strategies and activities are part of the Joint AWP of the Task Teams, they are included in the joint resource mobilization efforts of the UNCT and Task Teams, as these resource mobilization efforts are executed on the basis of the Joint Annual Work Plans.

### 3.5 Passed cooperation and Lessons Learned

The UN Country Programme 2008-2011 focused on: (i) transparent and accountable government; (ii) prevention and management of crisis; (iii) access to basic health, education and protection; (iv) improved sustainable livelihood practices; (v) data collection for development and population integration; (vi) gender equality, and (vii) HIV and AIDS reduction. The UNCP Mid-Term Review (2010) concluded that overall, good progress had been made to reach expected development results.

UN support combined technical assistance, upstream policy advice, advocacy, downstream interventions and the role of convener and broker, and has contributed to the following: the development and operationalization of key policy documents, plans, reports, mechanisms and systems at national and provincial levels; preparation of 2004 and 2010 MDG progress reports which are now used for advocacy and awareness-raising on human development and MDGs. The Acceleration Framework and localization of the MDGs strengthened national capacities in gender-sensitive needs assessment and costing in education and health; development of the National Health Plan 2011-2020 and establishment of an M&E unit at the National AIDS Council Secretariat (NACS); and reviewed relevant policies to improve service delivery for child survival and maternal health.

UN provision of technical assistance to Government on ways to further harmonize the national legal and policy frameworks with the provisions contained in the international human rights treaties ratified by PNG contributed to, inter alia, an amended child protection legislation the Lukautim Pikinini Act passed in 2009 and the Papua New Guinea National Policy on Disability 2009 to address the rights of people with disabilities. UN legal and technical support in the drafting of enabling legislation and national consultations greatly assisted the National Technical Committee in making progress towards the establishment of a National Human Rights Commission with a draft Organic Law and Constitutional Amendment to be submitted to Parliament in 2011. Human Rights training, promotion and advocacy by the UN increased awareness among Government key departments and institutions (RPNGC, CS, DJAG, DCD, DFAT, OC, CLRC), civil society and the general public on human rights standards and principles, and treaty obligations, especially with regards to the rights of the most vulnerable and marginalized groups such as those living in poverty, detainees, children, women, refugees, IDP's, persons with disabilities and people living with HIV. UN support led to increased GoPNG engagement with UN Human Rights mechanisms<sup>13</sup> and recommendations to inform policy in key areas such as torture prevention, conditions of detention, and eliminating discrimination and violence against women UN also enhanced capacity of the Office of Legal Commission in legislative drafting. UN assistance contributed to a 49% reduction in children held in detention since 2008.

Sustained UN advocacy for universal basic education (UBE) and increased school attendance of the girl-child helped maintain the national goals of achieving universal primary education and fostering gender equality high on the MDG priority list. The UBE Plan was formulated, as was the successfully coordinated sector-wide implementation of ESIP. 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.

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

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<sup>13</sup> the first, second and third combined report was submitted and reviewed by CEDAW in 2010, the UN Special Rapporteur on torture was invited to assess the situation in 2010 and Government prepared for the Universal Periodic Review by the UN Human Rights Council in 2011

establishment of HIV Monitoring, Evaluation and Surveillance Team in 20 provinces, data collection, analysis and utilization were improved.

The understanding of national and local governments on environmental management and mainstreaming was enhanced and informed the government's Issue Papers for the 2009 Copenhagen Summit. PNG's Environmental Sustainable Economic Growth (ESEG) policy was formulated, as well as its Agriculture Development Plan.

The *Equality and Participation Bill*, designed to create reserved seats for women in the national parliament, was drafted with UN technical support and helped breakdown seemingly impossible hurdles for women participation in the national legislature. Public debates and advocacy reached around one million people, and broad-based awareness campaigns among women and men from the national to 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 CEDAW report and a 'shadow report' by civil society organizations. Violence against women was addressed through several fronts: police training, mass education campaigns, working with men and boys on masculinities and providing services for the victims of violence.

In Bougainville, a home-grown three-year weapons disposal strategy was tabled at the Joint Supervisory Body overseeing the 2001 Peace Agreement - a pre-requisite for a referendum on Bougainville's future political status. Support to reconciliation efforts through the medium of sport and the 'Bougainville Games' culminated in political dialogue between ex-combatants and the Autonomous Bougainville Government – a significant contribution to peace-building on the islands.

UN advocacy was particularly effective in the area of Disaster Risk Management, strategies which were integrated in the DSP 2010-2030 and the MTDP 2011-2015, with a national budget allocation of USD 33 million over five years.

As convener, the UN facilitated dialogue and cooperation between numerous stakeholders. Exchange of knowledge and best practices through South-South cooperation took place between institutions from PNG and Nepal, Uganda, Solomon Islands, Vietnam and Zambia on protection systems for women and girls against violence, successful modes of community engagement to address HIV and AIDS and increasing female participation in public affairs.

The Mid-term review (MTR) of the UNCP and the Assessment of Development Results (ADR) identified lessons which informed the planning of the cycle 2012-2015:

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.

The *One Programme* enhanced the UN's cohesion by covering 95% of all UN interventions and pooled all programme staff in thematic Task Teams: simplifying engagement with counterparts, ensuring better alignment with national priorities and reducing operational costs. The new UNDAF builds on these strengths.

UN support to national development results in cross-cutting areas was 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.

Finding an effective balance between upstream policy and downstream implementation remains a challenge, reflecting the need to further connect community interventions with policy support. The need to rationalize and prioritize UN assistance is balanced with the need to respond to emerging challenges and opportunities in social justice and natural resource management, fewer outcome areas and an increasing focus on upstream policy, technical advice and advocacy.

## 4. UN Programme 2012-2015

### 4.1 Programme Principles

The UNDAF 2012-2015 is based on the following principles:

- The UN will adopt a multi-pronged strategy to enhance its programmatic impact on the ground. The range of donors and international NGOs which are active in Papua New Guinea is broad and they are involved in many - and often overlapping - areas. Mindful of this reality as well as of staff capacity, the UN System will reduce the number of low value projects and focus resources and support in fewer areas to deliver real results based on a more realistic programme.
- Given the inter-relatedness of the development process, programs reinforce each other and draw on linkages to contribute to achievement of the MDGs. The UN will achieve this cross-practice learning by leveraging the specialist knowledge and mandates of each of the UN agencies in PNG under a single unified strategic framework.
- The UN will use local MDG pilot initiatives to showcase development models and capture knowledge both from the projects and global/regional networks so that these inform evidence-based policies and allow for replications of successful models across Papua New Guinea, thereby linking downstream activities with policy impact.
- The UN will continue to use its neutrality and principles to host and broker space for dialogue between the host government, civil society, marginalized groups and other partners. The Development Partners Round Table, co-chaired by the UN Resident Coordinator on a monthly basis, provides a key platform for policy debate among development stakeholders and gives voice to parties interested in engaging on critical development issues.
- Human Rights standards and principles, gender responsiveness, capacity development and brokering knowledge through regional initiatives and South-South cooperation will be key drivers underpinning the implementation of the new UNDAF programme.
- The UN will ensure its 'fitness for purpose' through adequate operational, human resource and technical capacities, working structures, internal and external partnerships as well as improved information and knowledge management
- Partnerships are critical to achieve the goals outlined in the UNDAF 2012-2015. The UN recognizes the unique nature of the mandates and contributions of the government, civil society, development partners and UN agencies towards achieving the MDGs in PNG. In the spirit of continued cooperation and partnerships, this UNDAF 2012-2015 continues to adhere to the "Delivering as One" principles that have been piloted in PNG since 2008, aimed to leverage the diversity of the UN agencies in a coherent and effective manner. In the spirit of this cooperation the different UN agencies will continue to use a single UN Country Fund in support of the UNDAF 2012-2015, in addition to existing agency specific financial management mechanisms. The UN will engage in joint resource mobilization to mobilize additional resources for the UNDAF 2012-2015, which will supplement agency based resource mobilization efforts.

### 4.1 Strategic Focus 2012-2015

In 2009-2010, the GoPNG launched three significant policy and planning frameworks: Vision 2050 (2009) aimed at raising the HDI ranking of PNG within the first 50 countries; the PNG Development Strategic Plan (DSP) 2010-2030 aimed at securing a middle-income country status for PNG through faster economic and social growth; and the Medium Term Development Plan (MTDP) 2011-2015, the first of four (4) five-year plans to implement the DSP and achieve the MDGs. The new vision, centered on better human development and the MDGs, offered an opportunity for the UN System to align its support to the MTDP to fast-track MDG achievement and better living standards for the people of PNG.

Given the slow progress on the MDGs and in response to the key national frameworks, in particular nine out of ten cross-cutting issues identified in the MTDP, the overarching goal of the new UN Country Programme is “Supporting PNG to accelerate MDG achievement”. The programme will be focused around four clusters: **(i) Governance for Equitable Development; (ii) Social Justice, Protection and Gender Equality; (iii) Access to Basic Services; and (iv) Environment, Climate Change and Disaster Risk Management:**



Figure 1: UNDAF pillars

Each of the four clusters has a development result (*cluster outcome*), which identifies the intended behavioral or institutional change (impact) at the end of the UN programme period. This is the highest level development result for the UN system in country and often constitutes a combined impact of UN programme impact as well as other stakeholder’s development impact. The UNDAF 2012-2015 counts 4 cluster outcomes in total, which are supported by 13 interagency outcomes. Each Cluster Outcome is broken down into a number of *interagency outcomes* which form the “building blocks” that are necessary to achieve the cluster outcome to realize the development impact.

## **UNDAF Cluster 1: Governance for Equitable Development**

*MDGs, Population, Aid Coordination:* The UN will strengthen government capacities in evidence-based, equity-oriented and participatory practices in policy-making, programme planning, budgeting, monitoring and evaluation of national and sectoral plans to achieve the MDGs. Use of the MDG Acceleration Framework and catalytic pilot initiatives to fast-track gains at local level will be prioritized.

The UN will continue to strengthen national and provincial capacities to coordinate, collect, analyze and utilize social, population and development-related data, including vital registration, for equitable development. 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 MDGs and ICPD goals. Despite strong national ownership and leadership of aid effectiveness, government lacks capacity to coordinate and align the use of aid resources with the achievement, monitoring and evaluation of national priorities. UN support will enhance Government capacity to use aid for better development results.

*Support to Parliament and Local Governance:* The UN works with Parliament and Parliamentary Committees and will support relevant government bodies and elected representatives to implement good governance practices grounded in accountability, equity and inclusive participation, in line with the Vision 2050 'Institutional Development and Service Delivery' pillar and the MTDP's cross-cutting sector of 'governance and public sector management'. Government capacity to lead public dialogue to ensure public policy, legislation and administration is transparent and more reflective of the public's concerns will be strengthened. Public financial management capacities, including at local levels, will be strengthened to lead to effective service delivery and anti-corruption initiatives outlined in the government's key documents.

## **UNDAF Cluster 2: Social Justice, Protection and Gender Equality**

*Human Rights:* To address human rights violations in PNG, in accordance with the Constitution and international Human Rights law, the UN will continue its collaboration with key counterparts to strengthen human rights promotion and protection in the country. UN will provide technical assistance and capacity-building for duty bearers to strengthen implementation of Government obligations to respect, protect and fulfill all human rights for all, to enhance understanding of rights holders and build capacity and space for human rights defenders to highlight concerns and make recommendations to address them.

UN support will seek to 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 of marginalized and discriminated groups to justice and basic services.

Implementation of human rights recommendations and increased compliance of law, policy and practice with international human rights legal standards will be prioritized. Support will be provided to strengthen the national protection system, including establishment of a National Human Rights Commission. UN will promote increased ratification of international human rights instruments and review of reservations, compliance with treaty reporting obligations and engagement with UN human rights mechanisms as a method to ensure expert advice is provided to Government on ways to further enhance protection of human rights.

*Gender equality and women empowerment:* In light of entrenched gender inequalities in PNG society, the UN will support women, men, girls and boys to further access services, rights, resources and decision-making process through equal participation and benefits from economic, political and social development. Through programs and processes, the UN will strengthen the capacity of Government to fulfill and report on its gender equality commitments, and work with key institutions and communities to address the demands of gender equality through legal reforms that reinforce the implementation of laws, policies and mechanisms to support women's leadership, participation and influence in the development of PNG. Working with men and boys will be one approach.

To address women's rights violation, the UN will support gender sensitive national plans, budgets and systems in selected sectors in law and justice, social and health services to eliminate violence against women and promote peace and security in communities.

*Child protection:* The GoPNG is committed to produce more effective systems of protection and security 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 adopts a systems-building approach that ensures children at risk of violence, exploitation and abuse can access prevention and intervention services for protection and justice to access their rights, supported by protective legislation and policy frameworks.

The UN will support the prevention of and response to violence, exploitation and abuse through capacity building of national entities to enforce and monitor the implementation of the Lukautim Pikinini Act; 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 and develop psychosocial response programs. Support for a child-centred social protection policy will be critical.

The capacity of 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 progress juvenile justice reforms and enforcement of the juvenile justice protocols.

*HIV/AIDS:* In line with the National HIV and AIDS Strategy (NHS), the UN will assist GoPNG in strengthening national capacity to deliver on its strategic priorities of Zero HIV new infections; Zero HIV-related deaths and Zero stigma and discrimination. The UN will support national partners in the HIV response to better deliver on the rights of people to access prevention, care, treatment and support as foreseen in the NHS through advocacy and technical assistance for legal reforms to protect the rights of most-at-risk groups.

Integrating health-related HIV services with mainstream services and improving quality assurance in HIV testing, care and treatment programmes for PLHIV will be a priority. The focus will be on referral process, continuity of services and supporting adherence, with emphasis in rural areas.

Capacity building support, 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.

### **UNDAF Cluster 3: Access to Basic Services**

*Health:* Progress in the health sector has not been as expected. In the new country programme, UN support will seek to improve sexual reproductive and adolescent health and child survival through basic health services to deliver child survival package, 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 MCH services offered.

Support will target communicable diseases prevention, management and control of tuberculosis, malaria and other priority diseases such as dengue and filariasis. The UN will also support improved access to primary health care through health systems strengthening.

Recent cholera outbreaks have highlighted the need to scale-up environmental health. A comprehensive plan to strengthen the capacity of the health sector to efficiently respond to this issue is part of UN support.

*Education:* Despite significant progress, equity remains a major challenge. Besides gender, disparities remain among provinces and between districts and language groups. The UN will bolster the capacity of Government and

its partners to efficiently implement the universal basic education plan, with specific attention to inclusion and disaster preparedness in education.

Assistance will be provided to the relevant departments and Provincial Divisions of Education and community development to formulate and implement policies and programs for holistic Early Childhood Care and Development, improve the quality of inclusive education services, child-friendly schools and alternative pathways to learning. In this regard, the capacity of line departments to implement and monitor policies and programme on Literacy and Non-Formal Education will be strengthened.

#### **UNDAF Cluster 4: Environment, Climate Change and Disaster Risk Management**

*Disaster risk management:* Papua New Guinea is prone to natural disasters and conflict. The UN will assist Government and civil society at national and provincial levels to reduce the vulnerability of women, girls, men and boys to crisis risks. Integrated support will be provided to address the whole spectrum of interventions, namely prevention, mitigation, preparedness, response and recovery in both conflicts and 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 sub-national levels and the implementation of crisis risk management strategies at the local level. In light of the possible increase of violent outbreaks due to ethnic tensions, on-going efforts on conflict prevention will be strengthened.

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

*Environment and climate change:* The rich biodiversity of PNG and its vast wealth in natural resources necessitates sustainable resource management as the people depend on the resources for their livelihoods.

The UN will provide strategic upstream advice to government and share best practices in sustainable natural resource management, to encourage effective public investments in social sectors and avoid conflict arising from natural resource exploitation. Technical assistance will be provided to review policies, plans, Codes of Practices and Acts related to Sustainable Land use to ensure compliance by resource developers.

*Environment, climate change and sustainable livelihoods:* The rich biodiversity of PNG and its vast wealth in natural resources necessitates sustainable resource management as the people depend very much on the resources for their livelihoods. The UN will provide strategic upstream advice to government and share best practices in sustainable natural resource management, to encourage and ensure long-term environmental sustainability. Technical assistance support will be provided to review policies, plans, Codes of Practices and Acts related to protected areas for biodiversity conservation, waste management and sustainable land use to ensure compliance by resource developers for commercial and subsistence use purposes. Capacity building for environmental mainstreaming will continue, including support in drafting policies, monitoring and evaluation of environmental projects with an emphasis on sustainable financing of protected areas such as payment for ecosystem services models.

Climate Change is a priority for Government. Given current limitations in: technical knowledge and skills resulting in weak strategic management capacity for effective and efficient, coordination among stakeholders and the need for consolidated data in this sector, the UN will strengthen institutional and individual capacity to set up national climate change mitigation and adaptation measures. . In particular, UN will support the establishment of a national UN-REDD+ mechanism will support rural communities' access to renewable energy sources, will enable the environment for the preparation of to establish the institutional framework for PNG's National Communications to UNFCCC with a emphasis on regular dating of the national Green House Gas Inventory, will support the agricultural national action plan and will help to develop waste management policy framework. Within

this context, particular attention will be given to marginalise and vulnerable groups, gender mainstreaming and the engagement of civil society organizations.

## UNDAF Cluster 1: Governance for Equitable Development

**UNDAF Outcome 1:** “By 2015, the national 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 MDG targets. PNG becomes a safer, more secure and stable nation upon which its citizens can make real strides towards sustainable development. “

### Interagency Outcome 1.1:

**“By 2015, elected representatives and key Government bodies implement good governance practices grounded in accountability, transparency, inclusive participation and equity.”**

The focus of the interagency outcome is on supporting relevant government bodies and elected representatives to implement good governance practices grounded in accountability, inclusive participation and equity. This is in line with the Government’s Vision 2050 Institutional Development and Service Delivery Pillar and its PNG DSP goal related to the cross-cutting sector of governance and public sector management. Although the statement in itself encompasses a broad approach to addressing governance issues, the 4 outputs under the interagency outcome provide a more strategic approach to the work of the UN over the period 2012-2015. They describe the level of capacity to be achieved by 2015 in four areas – 1. Elected bodies having greater interaction with public to ensure public policy, legislation and administration is more reflective of the concerns of the public; 2. National and sub-national levels of government are able to fulfill their public financial management requirements to ensure this is not a bottleneck to effective service delivery; 3. Relevant government institutions are implementing anti-corruption initiatives outlined in the government’s key documents on anti-corruption; and 4. Stakeholders are able to manage financial inclusion initiatives which allow a greater number of Papua New Guineans to benefit from inclusion in the formal banking system.

These four output areas represent areas where the UN, through its various agencies, has a comparative advantage in providing support to government. The UN will be working with relevant government institutions to ensure results are achieved; these include the Prime Minister’s Department, the Department of Finance, Parliamentary Committees and the Bank of Papua New Guinea amongst others. Inclusive participation is vital to good governance and so the involvement of civil society will be vital to the achievement of results in the next four years.

### Interagency Outcome 1.2

**“By 2015, relevant government bodies<sup>14</sup> undertake evidence-based *and participatory* policy-making, planning, budgeting, monitoring and evaluation, and manage aid effectively to achieve MDGs with equity”**

An area of concern is the status of MDG achievement and there are 2 related issues to this. The first is the lack of progress towards the MDGs. However the launch of the MDG-based MTDP 2011-2015 with significant budget allocation signals Government’s commitment to see better progress in the next 4 years. A related issue is the fact that where there is some progress taking place, Government is unable to show this because of lack of reliable and updated data. The census is more than 10 years ago and has already been postponed once; the last HIES was in 1994; the last DHS was in 1996.

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<sup>14</sup> DNPM/NSO

The outcome statement reflects the work the UN will undertake to support Government plan and budget for equitable service delivery at national and provincial level, using the MDG Acceleration Framework and catalytic pilot initiatives at provincial level to fast-track gains. We will also support the strengthening of MDG based data collection, analysis and use and monitoring systems with the aim to support the development of a civil service that is accountable and responsive to the needs of the people and transparent in the use of resources.

### **Interagency Outcome 1.3**

**“By 2015, the Autonomous Bougainville Government (ABG) leads post-conflict recovery and development planning and budgeting and provides a safe, secure, stable and sustainable environment in which girls, boys, women and men enjoy their rights to equitable access and utilization of basic services and their protection from violence, discrimination, exploitation, injustice and inequality.”**

Based on the UN’s activities and achievements over the last years, the UN’s support 2012-2015 will focus on strengthening the capacities of ABG divisions, regional institutions as well as civil society with the ultimate aim to support recovery, stability, and peace for long-term equitable human development. In this regard, the UN has developed an integrated approach which addresses the areas of democratic governance, rule of law, promotion and protection of human rights, gender equality and women’s empowerment, education, health – including HIV and AIDS - and disaster risk management. This multi-sectoral approach will tackle root causes of and factors contributing to socio-economic, political and physical insecurity experienced by Bougainvilleans, limiting their full participation in the peace, recovery and development process. As such, and by making UN interventions conflict-sensitive across all thematic sectors addressed, the UN’s thematic support will contribute to the broader goal of peace building in the run-up to the referendum on the Autonomous Region of Bougainville’s (ARB) political status, due between June 2015 and June 2020.

The UN’s engagement in the ARB is based on a decentralised holistic programme that caters to the specific needs of post conflict Bougainville. As such, the UNs Bougainville programme take the form of a sub-national UNDAF that mirrors the national UNDAF structure and its respective thematic pillars as well as (interagency) outcomes. It is at the output level that the UN’s work is tailored to ARB’s priority needs.

### **UNDAF Cluster 2: Social Justice, Protection and Gender Equality**

**UNDAF Outcome Statement 2:** “By 2015, PNG 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. “

#### **Interagency Outcome 2.1: Promotion and Protection of Human Rights**

**“By 2015, PNG Government takes action to respect, protect and fulfill human rights for all people in accordance with its obligations.”**

There is one interagency outcome under the Human Rights Strategic Plan 2012-2015. The focus of the interagency outcome is on technical assistance to the Government to assist the State to take action to respect, protect and fulfill all human rights for all people in accordance with its Human Rights obligations. This is in line with the Constitution, Government’s Vision 2050, and MTDP. Although the outcome itself encompasses the broad State Human Rights obligations, the 4 outputs under the interagency outcome provide a multi-pronged approach to the work of the UN over the period 2012-2015. They cover the following areas 1.) Increased ratification of international human rights instruments and review of reservations, compliance with treaty reporting obligations and engagement with UN human rights mechanisms (Treaty bodies, Special procedures, UPR) and action taken to implement recommendations; 2.) Increased compliance of law, policy and programs with international human rights legal standards; 3.) Law enforcement and Justice and accountability mechanisms functioning in accordance with international human rights standards to respect and protect human rights and to monitor investigate and

redress human rights violations and increased measures taken to improve access of marginalized and discriminated groups to justice and basic services.; and 4.) National Human Rights Commission established and functioning, civil society and rights holders aware of their rights and using UN human rights mechanisms and national human rights protection systems to further the protection of human rights.

These four output areas represent areas where the UN, through its various agencies, has a comparative advantage in providing support to government and civil society for the promotion and protection of human rights. The UN will be working with relevant government institutions to ensure results are achieved; these include the DJAG, DFAT, DCD, RPNGC, CS, OC amongst others. Inclusive participation of rights-holders and civil society will also be pursued in order to ensure that UN programming follows a Human Rights Based Approach for increased enjoyment and realization of all Human Rights for all in the next four years.

### **Interagency Outcome 2.2: Gender Equality and Women's Empowerment**

**“By 2015, women, men, boys and girls have increased opportunities to access services, resources, rights and decision-making processes through equal participation and benefits from the economic, social and political development of PNG.”**

The UN delivering as one through its GTT will support the Government and the people of PNG to effectively fulfil commitments to gender equality and women's empowerment through strengthening the capacities of the people, of key institutions, organizations and communities.

The UN system will work in partnerships with other multilateral and bilateral organisations to complement each other in assisting the Government and the stakeholder institutions. Specific focus will be to increase the capacity of the national women's machineries and other selected institutions promoting gender equality and women's empowerment. There will also be parallel efforts to reform where necessary and reinforce implementation of laws, policies and ensure that mechanisms are in place to support women's leadership, participation and influence in the development of PNG at all levels. As part of a multi-response to some of the priority gender inequalities and violation of women's rights in the country, other areas of work will include gender sensitizing national plans, budgets and systems in selected sectors including law and justice, social and health services to eliminate violence against women and promote peace and security communities.

It is to be noted that the UN's role both programmatically and process-oriented are equally important to address the demands and challenges for gender equality and women's empowerment. Accordingly, the UN will implement its commitments under the Strategic Plan on a two-pronged approach, through specific programmes and projects on the above-mentioned areas, as well as contribute to the various processes on development in PNG.

### **Interagency Outcome 2.3: Child Protection**

**“By 2015, children at risk of violence, exploitation and abuse will have increased access to prevention and intervention services for protection and justice to allow them to access their rights and to be supported by protective legislation and policy frameworks.”**

Building the protective environment, where services for the prevention of and response to violence, exploitation and abuse are available and utilized, will increase the protection of children and ensure that they have access to prevention and response services critical to their well being. In this, the capacity Office of the Director of Lukautim Pikinini to coordinate, regulate and monitor implementation of the Lukautim Pikinini Act will continue to be developed. The launching of the National Lukautim Pikinini Council will open the way for the provincial councils to begin operating, with both overseeing the quality of services available. Implementation of the Lukautim Pikinini Act requires ongoing rolling out of the technical training on the Act and further development of National Standards on a variety of issues, such as Harmful Customary Practices and Employment. Sub national governments need to have developed provincial implementation plans that support a cross-sectoral systems building approach. Further strategies for achieving this outcome include establishing good quality data collection and reporting systems, so that programming is targeted on credible evidence, and dissemination of the new LP Act to the community level to

support changing attitudes towards violence against children. Supporting a more accessible process for Birth Registration remains a critical area for children's access to rights. As the Government plans to roll out a Social Protection program in 2012, ensuring that the program is supporting children universally will be a key feature of the broader social safety net for vulnerable children.

Increasing the capacity of communities to provide for the emotional and psychological needs of its population will strengthen the resilience of children and women survivors of violence. Strengthening the Family Support Centre programme in partnership with the National Department of Health and Family and Sexual Violence Action Committee and other partners will allow women and children to receive immediate support at hospital, to address their safety, health, legal and psychosocial needs, and give women the support they need to make informed choices for protecting themselves and their families from further violence. Strengthening the community child protection advocate network to deliver advocacy for community-based protection of children and to provide psychosocial support, crisis communication and case management support will increase the ability of communities to support children within their communities. Coordination and capacity building between the National Aids Council Secretariat, the PNG Council of Churches and the Department for Community Development will ensure the delivery of protection, care and support to the most vulnerable children and supporting the partnership between the civil society and the National Lukautim Pikinini Council to design and implement a long-term societal behavior change campaign will help to reduce social acceptance of violence.

Building on the recommendations of a number of studies and evaluations completed in 2010 and 2011, technical and capacity development support to the National Juvenile Justice Committee and to relevant justice actors (DJAG, Royal PNG Constabulary, Magisterial Services, Community-Based Corrections, Village Courts) will progress juvenile justice reforms within their agencies that should improve the delivery of justice for children and accelerate programming in this area.

#### **Interagency Outcome 2.4: HIV/AIDS**

**“By 2015, the GoPNG and its partners have strengthened capacity in delivering on the goals and strategic priorities of the National HIV and AIDS Strategy.”**

The UNs HIV/AIDS programme focuses on three key strategic intervention areas:

##### *1 Revolutionize HIV prevention*

A revolution in prevention politics, policies and practices is critically needed. This can be achieved by fostering political incentives for commitment and catalysing transformative social movements regarding sexuality, drug use and HIV education for all, led by people living with HIV and affected communities, women and young people. It is also critical to target epidemic hot spots, particularly in cities, and to ensure equitable access to high-quality, cost-effective HIV prevention programmes that include rapid adoption of scientific breakthroughs.

##### *2. Catalyse the next phase of treatment, care and support*

Access to treatment for all who need it can come about through simpler, more affordable and more effective drug regimens and delivery systems. Greater links between antiretroviral therapy services and primary health, maternal and child health, TB and sexual and reproductive health services will further reduce costs and contribute to greater efficiencies. Nutritional support and social protection services must be strengthened for people living with and affected by HIV, including orphans and vulnerable children, through the use of social and cash transfers and the expansion of social insurance schemes.

##### *3. Advance human rights and gender equality for the HIV response*

Social and legal environments that fail to protect against stigma and discrimination or to facilitate access to HIV programmes continue to block universal access. Countries must make greater efforts: to realize and protect HIV-related human rights, including the rights of women and girls; to implement protective legal environments for people living with HIV and populations at higher risk of HIV infection; and to ensure HIV coverage for the most

underserved and vulnerable communities. People living with and at higher risk of HIV should know their HIV-related rights and be supported to mobilize around them. Much greater investment should be made to address the intersections between HIV vulnerability, gender inequality and violence against women and girls.

### UNDAF Cluster 3: Access to Basic Services

**UNDAF Outcome Statement 3:** “By 2015, an increased number of citizens have access to quality health and education services leading to longer, healthier and more productive lives.”

#### Interagency Outcome 3.1: Health-Maternal and Child Health

**“ By 2015, the capacity of the government and relevant stakeholders strengthened in order to improve quality, access and utilization of maternal, newborn, child and adolescent health services, including sexual and reproductive health in line with KRA 4 and 5 of the National Health Plan 2011-2020”**

This interagency outcome responds to the need of acceleration of progress towards achievement of the UN Millennium Development Goals: 4 (reduce child mortality), 5 (improve maternal health) and 1 (improve nutrition). The scope and areas of support of WHO, UNICEF and UNFPA as part of the Delivering as One approach followed Government priorities presented in the National Health Plan 2011-2020 (Key results 4 and 5) and focused on the technical support leading to 5 outputs:

- to scale up and to ensure quality of Expanded Programme of Immunization /EPI/, Integrated Management of Childhood Illness Strategy /IMCI/ and programs and initiatives to reduce neonatal mortality (output 1.2),
- to improve nutrition through promoting and protection of breastfeeding, scaling up Infant and Young Child Feeding and micronutrients supplementation of women in reproductive age (output 1.2),
- to increase access and utilization of Family Planning (output 1.3),
- to increase coverage of antenatal care and supervised deliveries and to improve access to Essential and Comprehensive Emergency Obstetric Care (output 1.4)
- and to improve sexual and reproductive health for adolescents and and ensure their healthy growth and development (output 1.5).

The above mentioned approaches are in line with the Regional WHO/UNICEF Child Survival Strategy and the UNFPA Strategic Plan 2008-2011 focusing on increase in access and coverage of essential child survival interventions, National Child Health Plan 2009-2015, recommendations of Ministerial Task Force to Reduce Maternal Mortality and Governmental Comprehensive Strategic Action Plan to Reduce Maternal and Newborn Mortalities 2011-2015 and the PNG EPI Multi Year Plan 2011-2015. It was decided that UN support be not only limited to above mentioned programs and approaches but should also focus on building capacity of the Government at national, provincial and district levels in monitoring and evaluation of the coverage of MCH interventions and in improving management of MCH programs according to international standards and technical expertise offered by WHO UNICEF and UNFPA.

#### Interagency Outcome 3.2: Health- Communicable Diseases

**“ By 2015, support for the establishment of a successful disease control and public health programme able to ensure achievement of sustainable health outcomes in line with KRA 6 and 8 of the National Health Plan 2011-2020.”**

The UN will continue its long-standing work in communicable diseases to support approaches that reduce the burden of diseases, particularly for TB, malaria, dengue and lymphatic filariasis. National capacity for prevention and management of these key communicable diseases will be supported, particularly on the development of surveillance systems.

The recent cholera outbreaks that occurred in Papua New Guinea have highlighted the need to scale-up our efforts on environmental health. A comprehensive plan to strengthen the capacity of the health sector to efficiently respond to those events has been integrated to this area.

### **Interagency Outcome 3.3: Health Systems Strengthening**

**“By 2015, strengthening of the health system to support service delivery, enhanced evidence-based practices, coordination among stakeholders and improved health outcomes in line with KRA 1, 2, 3 and 7 of the National Health Plan 2011-2020”**

Support in relation to this outcome area will focus on providing technical assistance in the area of health systems to strengthen implementation of the Provincial Health Authorities Act. Three provinces are currently piloting this concept, which has the potential to ensure enhanced management of health services across the country. Efforts to enhance implementation of the primary health care policy and help deliver universal access to quality health services will also be made.

Procurement and distribution of medical supplies remain a major challenge, and continuous support needs to be provided to achieve a more robust procurement and supply chain mechanisms.

The ongoing epidemiological transition and rapid increase in the burden from noncommunicable diseases need also to be addressed, with particular attention on supporting setting-based approaches such as health-promoting schools, healthy workplaces, healthy villages, and other components of the healthy island approach.

### **Interagency Outcome 3.4: Education**

**“ By 2015, sufficient capacity exists within the DOE and DCD, together with cognate departments and provincial divisions of education and community development, to formulate and implement policies and programs to achieve inclusive universal basic education, holistic ECCD and alternative pathways to learning”**

The strategic focus of education program in the plan period is to address inherent capacity gaps that might impede the realization of the goals of the UBE Plan, 2010 – 2019. The interagency outcome: “by 2015, sufficient capacity exists within the DOE and DCD, together with cognate departments and provincial divisions of education and community development, to formulate and implement policies and programs to achieve inclusive universal basic education, holistic ECCD and alternative pathways to learning”, is embedded on a strong equity frame. The objective is to address the aspects or components of education that might facilitate a reduction of the current disparities between regions, gender, income groups and learners with various forms of challenges.

Recognizing the importance of alternative pathways to learning, and the critical role of the formative years of a child in determining the likelihood of participation and success in basic education, non formal education and early childhood care and development are given central attention in the plan period. The plan will build on the success of some of the initiatives so far, namely, child friendly schools and accelerating gender equity in education interventions. Sustainability of these interventions is premised on sound capacity building for the responsible departments, namely, the DOE and DCD, the respective provincial divisions and specialised agencies such as NLAS.

## **UNDAF Cluster 4: Environment and Disaster Risk Management**

**UNDAF Outcome Statement 4:** “By 2015, Papua New Guinea has an enhanced capacity and resilience to cope with environmental degradation, natural and man-made hazards and the effects of climate change. The country will have regulatory frameworks in place to protect its natural resources and biodiversity for the effective benefit of current and future generations.”

## **Interagency Outcome 4.1: Disaster Risk Management**

**“By 2015, government and civil society at national and provincial level contribute to the reduced vulnerability of women, girls, men and boys to crisis risks.”**

Experience acquired and programmatic activities, reviews and evaluations carried out over the last year’s show that the enabling environment for effective crisis risk management - including levels of awareness, data collection and analysis as well as policy and legislative frameworks - and the necessary governance arrangements – including systems, division of responsibilities and capacities – are insufficient at both the national as well as sub-national level.

The UN’s contribution to the above outcome directly addresses the programmatically and institutionally fragmented approach with regards to crisis and the moment of intervention during the risk management timeline. The outcome 2012-2015 therefore focuses on an integrated support from the UN in the overarching area of crisis which includes both conflict and disasters, and which covers the entire spectrum of interventions, namely prevention, mitigation, preparedness, response and recovery.

The UN’s contribution to the outcome will take place on two levels: (1) the actual programmatic outputs (supporting the enabling environment and governance arrangement), and (2) the procedural level, where different GoPNG departments and relevant stakeholders will be approached as an integrated group for CRM activities.

## **Intermediate Outcome 4.2: Environment, Climate Change and Sustainable Livelihoods**

**“By 2015, selected government agencies, CSOs and communities in PNG have enhanced their capacity to develop and implement environmentally sustainable livelihoods projects based on low carbon and climate resilient development “**

The central aim of the UN programme is to provide technical assistance to relevant Government institutions (DEC, DAL, DLPP, DPE, OCCD) at national, provincial and local level in order to improve their capacities for policy formulation, legislation harmonization and regulation reviews related to environmental matters; enhance their technical skills for environmental data collection, processing and analysis and identification of indicators to monitor and report on environmental threats and trends, MDG-7 and MEAs reporting and monitoring; strengthen their capacities for strategic project design and programme planning; setting up structures through which the Government Departments can work with civil society and other government bodies in selected provinces enhancing their collaboration, coordination and sharing of information at all levels; and enhance the capacity of the Government departments to capture and wisely utilize global funds for sustainable resource management and environmental protection and conservation. UN assistance will include national and regional training opportunities for strengthening institutional and human capacity. Some of the important areas to be supported are: monitoring and evaluation of impacts on the terrestrial, marine and freshwater resources; updating and consolidating information on critical ecosystems, biodiversity and conservation, protected areas, wildlife trade, agriculture, land cover, land degradation and land use planning.

In addition there is a need to support the formulation of integrated, cross-sectoral and national responses to the challenges of climate change. Focus will be on partnership, coordination, networking; capacity to integrate and mainstream climate change issues; developing a climate change adaptation and mitigation plan base on the Government’s Climate Compatible Development Strategy (CCDS) which has strong focus on mitigation through Reduced Emissions from Deforestation and Degradation (UN-REDD) programme and set up a number of measures to help to implement the plan.

Last, more assistance will be provided to the local government level and communities to, build their capacities and empower them to know and apply legislation at the local level, and to be able to understand the negative effects of environmental mismanagement, helping them to take informed decisions regarding livelihood options, and secure their involvement and support at the project implementation phase. In terms of capacity development for

the promotion of low carbon growth and climate change resilient innovative income earning opportunities at the community level, activities in the areas of community-based ecotourism through wildlife management areas (marine and terrestrial), sustainable agricultural, non-timber forest products and renewable energy will be investigated. This will include improving the visibility of GEF Small Grants Programme for CSOs to access grants and in return be trained to promote effective environmental management, subsequently contributing to generation of goods and services for the specific markets to earn an income and ultimately manage the financial resources enhance rural peoples' choice of improving their standard of living. Emphasis will also be on promoting and including gender balance, inclusion of marginalized and vulnerable groups and equal access to decision-making process on resources use and accessing grants.

### 4.3 National Alignment & Harmonization

In terms of **Aid Effectiveness**, the government capacity to coordinate and manage external assistance has recently been improving and relatively effective coordination mechanisms between donors exist. UN system support to strengthen aid coordination and management capacity within government departments is envisaged in the UNDAF.

The main platform for aid coordination is the government chaired Technical Working Group on Aid Effectiveness. The United Nations is a member of this forum and remains committed to support government in further harmonizing development planning in line with national priorities.

The implementation of the UNDAF 2012-2015 will promote goals for the closer alignment of development aid with national priorities and needs as directed by the Rome Declaration on Harmonization and Paris declaration on Aid Effectiveness:

The UNDAF was designed with **National Ownership** as its starting point, and the basis for programming is guided by the government's Medium Term Development Plan 2011-2015. As stated previously, national ownership will be continually assured through the various Government/UN committees which will programme for, and monitor and evaluate the UNDAF. All interventions will be based on the programme approach in their design and be conceived, as far as possible, as "Support to a specific national programme". Funding modalities will where possible include the channeling of funds through sector-wide approach (SWAp) arrangements while ensuring that necessary monitoring and management arrangements are put in place.

**Alignment:** The UNDAF implementation supports relevant national priorities, as articulated in the Medium Term Development Plan 2011-2015, the DSP 2010-2030, Vision 2050, sectoral plans and programmes and the Millennium Declaration. If national priorities have not been articulated in the form of sectoral plans and programmes, upstream United Nations policy support is envisaged for their formulation if the UN has a comparative advantage in that area of development.

**Harmonization:** Implementation of the **Harmonized Approach to Cash Transfers (HACT)** will facilitate a harmonized and clearly defined process for assessing risks at the macro and micro levels, for building assurance mechanisms into our Annual Work Plans, and for adopting a standard financial expenditure reporting for all our implementing partners. As a result of this harmonization of procedures, the Government will benefit from reduced transaction burdens and cost, capacity development activities (where required), and enhanced coordination of UN programmes.

The UN Development Assistance Framework 2012-2015 specifically outlines which national development priorities are supported by the UNDAF at the outcome level/output level, and the nature of the support to the governments development programme. The table below indicates on the left the thematic areas the UN plans to address

through the UNDAF 2012-2015, while on the right it identifies the MTDP outcome and output areas that are supported by UN Programmes<sup>15</sup>:

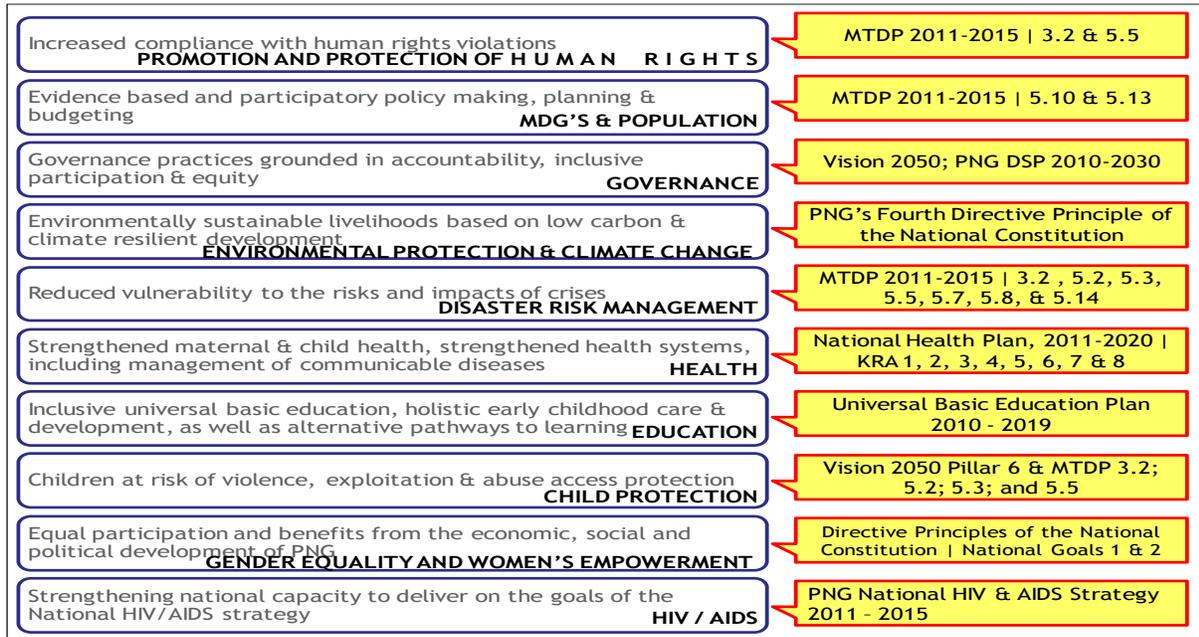


Figure 2: Alignment process per UNDAF interagency outcome

## 7.2 Resource Requirements

The following table outlines the required and available resources for the UN programme for the period 2012-2015, as well as the resource gap per thematic area and the gap as a percentage of the total budget of that particular outcome<sup>16</sup>:

<sup>15</sup> The table is an illustration of the alignment process- the NDAF results matrices reflect a more comprehensive outline of the MTDP areas supported

<sup>16</sup> Data as of April 2011

Outcome #	Outcome Name	Required Resources (budget) (x 1000 USD)	Available Resources (x 1000 USD)		Resource Gap (x 1000 USD)	Gap as % of total outcome budget
			Core/Reg.	Non Core/Other		
<b>Cluster 1: Governance for Equitable Development</b>						
1.1	Governance	13,900	2,630	5,400	5,870	42%
1.2	MDGs & Population	14,308	10,220		4,088	29%
1.3	Peace Building	11,000	3,720		7,280	66%
<b>Cluster 2: Social Justice, Protection and Gender Equality</b>						
2.1	Promotion and Protection of Human Rights	2,000	500		1,500	75%
2.2	Gender Equality & Women's Empowerment	7,480	3,480		4,000	53%
2.3	Child Protection	11,456	1,300	6,500	3,656	32%
2.4	HIV/AIDS	27,400	9,600	6,400	11,400	42%
<b>Cluster 3: Access to Basic Services</b>						
3.1	Health <sup>1</sup>	47,400	32,800		14,600	31%
3.2	Education	17,796	1,430	16,360	0,006	0%
<b>Cluster 4: Environment, Climate Change &amp; Disaster Risk Management</b>						
4.1	Disaster Risk Reduction, Preparedness and Response	11,000	3,720		7,280	66%
4.2	Environment, Climate Change & Sustainable Livelihoods	26,788	1,800	19,713	5,275	20%
	<b>TOTALS</b> (x 1000 USD)	<b>190,528</b>			<b>64,955</b>	<b>34%</b>

<sup>1</sup> 3 outcomes: Maternal and Child Health, Communicable Diseases and Health System Strengthening

## 5. Management Arrangements, Monitoring and Evaluation

Programme management arrangements are designed to ensure the focus remains on national priorities and ownership throughout the programme cycle and are based on existing national arrangements where possible. In terms of oversight, the PNG-UN Country Programme Steering Committee comprising Senior Representatives of key Government Departments and statutory bodies and the UN Heads of Agencies is the main entity to oversee implementation, monitoring and evaluation of the UN Country Programme and its Action Plan. The joint PNG-UN

Country Programme Steering Committee will be headed by the Secretary of the Department of National Planning and Monitoring and co-chaired by the UN Resident Coordinator. At the outcome level, the Annual Work Plan Steering Committee comprising senior representatives of the Implementing Partners, the Department of National Planning and Monitoring, UN Agencies, donor and beneficiaries, will oversee the implementation, monitoring and evaluation of the respective AWP and discuss progress towards achieving the country programme outcomes. Technical Working Groups comprising technical staff of Government, UN and development partners will ensure UN programming at the country programme outcome level is in line with Government policies and planning instruments and complements programming by development partners.

The management of the common country programme will apply the HACT principles for the transfer of resources (General Assembly resolution 56/201 of 21 December 2001). The basic principles are the harmonization and simplification of procedures among the three agencies. Four management arrangements are proposed: the direct transfer of resources; direct payment; reimbursement; and management by agencies. The choice of one or any combination of these arrangements will depend on the situation and the risk rating of the implementing partners.

The UN will carry out resource-mobilization strategies consistent with their global mandates and partnership requirements. This work will be complemented by continued use of the "One UN Fund" to support partnership and resource mobilization under the UNDAF. The One Fund will mainly focus on in country (joint) resource mobilization, complementing agency core/regular and other resources in support of the UNDAF..

The programme will employ a results-based management approach, aligning its monitoring and evaluation efforts with the UNDAF and the national monitoring and evaluation (M&E) framework. The programme will use Dev Info (a socio-economic database), household surveys, the census, management information systems and service statistics to generate disaggregated data to monitor programme performance.

To facilitate M&E, indicators for each outcome and output have been identified as well as targets, baselines and sources of verification. Based on the joint results matrices, each agency has derived its own results matrix for which it assumes responsibility for implementation with Government partners. Agencies will continue to be responsible for the data collection and monitoring of individual programmes and to meet the requirements of their individual Head Quarters, but will feed this data into the joint quarterly and annual reports of the UN Task Teams.

The UN will report on achievements at the country programme outcome and output level through an Annual Progress Review. The review reports will include: constraints and challenges faced in implementation processes; lessons learned; financial expenditures; mainstreaming of cross-cutting considerations; compliance with the Paris principles on aid effectiveness and measures for the sustainability of the programme beyond the lifetime of the programme. In addition to the Annual Progress Review, each of the UN Task Teams reports back to the UNCT on a quarterly basis on progress of programme implementation.

Further, the UN will draw upon their respective global and regional knowledge networks, as well as take advantage of opportunities for South-South cooperation. The UN and implementing partners will be jointly accountable for the delivery of Programme outcomes and outputs.

### **7.3 UN Communication Strategy**

The UN Communications & Advocacy Strategy 2012-2015 is a comprehensive plan designed to integrate the UN Country Team's overall vision, combined goals, and shared advocacy into a cohesive whole. The strategy has been developed through a strategic planning process with the UN Communications Committee and the Programme Coordination Committee. It is a response to the UN Country Team's thematic and programmatic priorities for the same period. It defines the direction for joint communications for the next four years, including the allocation of human and financial allocation. The four key elements of the communication strategy include: a) Partnership Building, b) Capacity Building of the National Media, c) Communication for Development (C4D), and Internal

Communication.

In view of the low understanding of the UN's works in the country, the UN System needs to step up its communication efforts to reach half of the population who are unaware of the Organization's mandate. It needs to scale the existing communication efforts on public discourse on development agenda in a complex setting of low reach by the media and limited engagement of the civil society and a cultural diversity represented by 800 languages.

## 7.4 UN Operations Strategy

The resources boom now underway in Papua New Guinea has widespread implications not only for the national economy in general (inflation, currency appreciation, etc.), but also direct cost implications for the UN and other development partners. Currently, the UN Country Team in Papua New Guinea is facing dramatic increases in operational costs – including security, real estate and competition for skilled workers – that threaten programme delivery in the country. In order to ensure the longer-term financial sustainability of the UN programme in PNG, the UNCT has developed an operational strategy that focuses on a dual approach of resource mobilization and reducing operational overheads.

Within the context of the joint Resource Mobilization strategy outlined in the Programme Principles section, the UNCT has agreed to work as a team to continue a resource mobilization drive aimed at increasing the level of resources available to the UN for programmes across-the-board.

At the same time, a number of initiatives are being set in train to rationalize operating structures and ensure efficiency of UN operational support processes:

- **Increased use of Common Services, in particular Joint Procurement:** Since 2010, the UNCT has developed a cost reduction strategy based on four different pillars. Since January 2011, the UNCT has rolled-out the new UN Service Center concept that will be responsible for the design and implementation of Common Services that are available to all resident and non-resident agencies. A range of common services is already available across the four main areas: Joint Procurement, ICT, Logistics, Human Resources and UN House management. For the coming period, the UNCT will primarily target low-cost, high-impact joint procurement initiatives using the enhanced bargaining power of the combined UN System to negotiate better contracts and rationalize costs.
- **Security:** Security costs are a significant operational component to programme delivery in PNG, (PNG is an SLS Class 4 Duty Station and ICSC Category D hardship post). The UNCT plans to rationalize security costs by sharing security services amongst agencies and other members of the diplomatic community, utilizing alternative security mechanisms that are cheaper to implement and maintain yet allow the MORSS and MOSS compliance and joint procurement of security related equipment and services.
- **Re-assessing sub-national presence (field offices):** Several agencies are re-assessing the cost effectiveness of their sub-national offices. Where there is no clear and measurable development impact of the programmes delivered at sub-national level, the regional presence will be terminated given the significantly higher overhead costs for running offices at the sub-national level in Papua New Guinea.
- **Investment Freeze:** With the new UN Haus proposal finalized in 2010, the agencies have implemented additional cost rationalization measures by limiting capital investment in new office fixtures and fittings. Vehicle procurement is also limited to the absolute minimum to further reduce capital expenditures.

The UN Service Center provides integrated management for a range of existing and new Common Services to the UN System in PNG. By providing this support through a single channel (the UN Service Center), operational cost reductions and efficiency gains can be realized and/or the quality of a service can be enhanced, while duplication of workflow processes at the agency level can be reduced. More specifically the UN Service Center is anticipated to realize the following objectives:

## Cost rationalisation

The UN aims to reduce its operating cost through the following measures:

- Reduction of duplication of work processes at the agency level by providing the service through a single channel, rather than decentralized at the agency level which duplicates the process (example ICT, Travel and building maintenance);
- Reduction of transaction costs (time spent on activities) for the UN and partners such as Government of PNG due to harmonized operational procedures and standing agreements with vendors (ex VISA processes and Joint Long Term Agreements);
- Better leverage UN bargaining position when procuring goods in larger quantities (ex. Office bulk goods, printing services).

## Enhanced Quality

By jointly procuring services in larger volumes, the UN increases its bargaining power with the service provider and enhances its ability to monitor and evaluate overall quality of service delivery of that service provider.

However, a range of common operational (sub) processes may be integrated with a good probability of realizing the intended efficiency and/or quality gains. Five operational areas have been identified for integration and improvement during the UNDAF cycle from 2012 to 2015. An outline of the areas is shown as follows:

<b>Procurement:</b> <ul style="list-style-type: none"><li>• Bulk Office Goods</li><li>• Fuel</li><li>• Printing and Stationery</li></ul>	<b>ICT</b> <ul style="list-style-type: none"><li>• Common Helpdesk</li><li>• UN Website and Intranet</li><li>• Business Continuity</li><li>• Joint ISP Management</li></ul>
<b>Human Resources:</b> <ul style="list-style-type: none"><li>• Joint Recruitment Efforts</li><li>• Joint Staff Training Programmes</li></ul>	<b>Logistics</b> <ul style="list-style-type: none"><li>• UN Visa/Travel Service</li><li>• UN Hotel and Conference Rates</li></ul>
<b>UN House Management</b> <ul style="list-style-type: none"><li>• Joint Lease Management</li><li>• Joint Security Arrangement</li><li>• Joint Reception and switchboard</li><li>• Registry</li><li>• Cleaning Services</li></ul>	