“ACHIEVING DEVELOPMENT RESULTS THROUGH PARTNERSHIP”

UN Country Programme 2008-2012
And
Delivering as One

PAPUA NEW GUINEA

INDEPENDENT MID TERM REVIEW

(Final Draft Report)

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# TABLE OF CONTENTS

## Table of Contents

ACKNOWLEDGEMENTS  iii

TABLE OF CONTENTS  iv

Acronyms and Abbreviations  v

Executive Summary  vi

## CHAPTER 1  INTRODUCTION AND OVERVIEW  1

1.0  Introduction .............................................................................................................. 1

1.1  Purpose, Scope, and Analytical Approach ............................................................... 1

## CHAPTER 2  BACKGROUND AND CONTEXT OF UN REFORM IN PNG  5

2.0  Introduction .............................................................................................................. 5

2.1  Initiating the DaO and UNCP Preparation Processes .................................................. 7

2.2  Governance Mechanisms to Facilitate National Ownership, Leadership, and Effective Aid Coordination ......................................................................................................................... 9

2.3  The UN Country Programme (UNCP 2008-2012) ..................................................... 10

2.3.1 UNCP Implementation Framework .............................................................................. 12

2.3.2 UNCP Action Plan (UNCPAP) and Joint Annual Work Plans (JAWPs) ..................... 15

2.3.3 UNCP Coordination Framework ................................................................................... 16

## CHAPTER 3  UNITED NATIONS COUNTRY PROGRAMME: PLANNING, IMPLEMENTATION, AND DEVELOPMENT RESULTS  18

3.0  Approach .................................................................................................................. 18

3.1  Planning Implementation, and Developments Results ................................................ 19

3.1.1  Improved Governance and Disaster Management ......................................................... 21

3.2.2  Foundations for Human Development ........................................................................ 27

3.2.3  Sustainable Livelihoods and Population ..................................................................... 35

3.2.4  Gender ..................................................................................................................... 38

3.2.5  HIV and AIDS ........................................................................................................... 41

3.3  Emerging and Strategic Issues affecting the Role and Operation of UN Programmes in PNG in the Medium and Long-Term. ......................................................................................................................... 43
<table>
<thead>
<tr>
<th>CHAPTER 4  DELIVERING AS ONE: IMPLEMENTATION AND DEVELOPMENT RESULTS</th>
<th>46</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.0 Introduction .....................................................................................................................46</td>
<td></td>
</tr>
<tr>
<td>4.1 One Programme (UN Country Programme) ..........................................................47</td>
<td></td>
</tr>
<tr>
<td>4.2 UN Budgetary Framework .................................................................50</td>
<td></td>
</tr>
<tr>
<td>4.3 UN Communication and Advocacy ..............................................................52</td>
<td></td>
</tr>
<tr>
<td>4.4 UN Operations ........................................................................................................55</td>
<td></td>
</tr>
<tr>
<td>4.5 The UN House .............................................................................................................58</td>
<td></td>
</tr>
<tr>
<td>4.6 Supporting elements for the DaO process .......................................................59</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CHAPTER 5  CONCLUSIONS AND RECOMMENDATIONS ON THE WAY FORWARD</th>
<th>64</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.0 Summary of Findings and Recommendations on the Way Forward ..............................................................................64</td>
<td></td>
</tr>
<tr>
<td>5.1 UN Country Programme .................................................................64</td>
<td></td>
</tr>
<tr>
<td>5.2 Delivering as One Results ...............................................................68</td>
<td></td>
</tr>
<tr>
<td>5.3 Concluding Remarks ..............................................................................71</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>ANNEXES</th>
<th>73</th>
</tr>
</thead>
<tbody>
<tr>
<td>Annex I</td>
<td>List of documents reviewed.................................................................73</td>
</tr>
<tr>
<td>Annex II</td>
<td>List of persons consulted ........................................................................74</td>
</tr>
<tr>
<td>Annex III</td>
<td>Participating UN Agencies in the UNCPAP ..................................................78</td>
</tr>
<tr>
<td>Annex IV</td>
<td>Terms of Reference ..................................................................................78</td>
</tr>
</tbody>
</table>
# Acronyms and Abbreviations

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
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<td>AusAID</td>
<td>Australian Agency for International Development</td>
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<td>AWP</td>
<td>Annual Work Plan</td>
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<td>Basic Cooperation Agreement</td>
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<td>Common Country Assessment</td>
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</tr>
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<td>Department of Treasury</td>
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<td>DHS</td>
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<td>Department of Justice and Attorney General</td>
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<td>GAR</td>
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<td>Global Environment Facility</td>
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<td>Gross National Income</td>
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<td>GoPNG</td>
<td>Government of Papua New Guinea</td>
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<td>Description</td>
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<td>Gender Task Team</td>
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<td>Harmonised Approach to Cash Transfers</td>
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<td>Human Development Report</td>
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<td>HIV &amp; AIDS</td>
<td>Human Immuno-deficiency Virus/Acquired Immune Deficiency Syndrome</td>
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<td>HLP</td>
<td>High Level Panel</td>
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<td>Head of Agency</td>
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<td>Human Rights</td>
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<td>Human Rights Based Approach to Programming</td>
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<td>HSIP</td>
<td>Health Sector Improvement Programme</td>
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<td>International Covenant on Political and Civil Rights</td>
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<td>ICT</td>
<td>Information Communication technology</td>
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<td>IFMS</td>
<td>Integrated Financial Management System</td>
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<td>International Organisation for Immigration</td>
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<td>Japanese International Cooperation Agency</td>
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<td>Kavieng Declaration on Aid Effectiveness</td>
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<td>LNG</td>
<td>Liquefied Natural Gas</td>
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<td>Mother and Child Health</td>
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<td>MTDP</td>
<td>Medium Term Development Plan</td>
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<td>Medium-Term Development Strategy</td>
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<td>Medium Term Review</td>
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<td>NAC</td>
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<td>National AIDS Council Secretariat</td>
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<td>National Capital District</td>
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<td>National Council of Women</td>
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<td>NDC</td>
<td>National Disaster Centre</td>
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<td>National Executive Committee</td>
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<td>New Zealand Agency for International Development</td>
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<td>Office of Climatic Change and Environmental Sustainability</td>
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<td>ODA</td>
<td>Overseas Development Assistance</td>
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<td>Abbreviation</td>
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<td>PGK</td>
<td>Papua New Guinea Kina</td>
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<td>Resident Coordinator’s Office</td>
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<td>Review Team</td>
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<td>SWAP</td>
<td>Sector-wide Approach</td>
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<td>Technical Assistance</td>
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<td>Triennial Comprehensive Review</td>
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<td>Transparency International Papua New Guinea</td>
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<td>TOR</td>
<td>Terms of Reference</td>
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<td>TWG</td>
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<td>UBEF</td>
<td>Universal Basic Education Plan</td>
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<td>UN Joint Programme on HIV and AIDS</td>
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<td>UN Budgetary Committee</td>
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<td>UNCC</td>
<td>UN Communications Committee</td>
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<td>United Nations Resident Coordinators Office</td>
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<td>United Nations Country Team</td>
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<td>UNCPAP</td>
<td>UN Country Programme Action Plan</td>
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<td>United Nations Development Assistance Framework</td>
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<td>United Nations Development Group</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNESCO</td>
<td>United Nations Education, Scientific and Cultural Organization</td>
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<td>UNFPA</td>
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<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
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<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<td>UNIFEM</td>
<td>United Nations Fund for Women</td>
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<td>UNOC</td>
<td>UN Operations Committee</td>
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<td>UNV</td>
<td>United Nations Volunteers</td>
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<td>UPE</td>
<td>Universal Primary Education</td>
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<td>USD</td>
<td>United States Dollar</td>
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<td>VCT</td>
<td>Voluntary Counselling and Testing</td>
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<td>WB</td>
<td>World Bank</td>
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<td>WHO</td>
<td>World Health Organization</td>
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<td>5-YSP</td>
<td>5-Year Strategic Plan</td>
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Executive Summary

Country Context

Papua New Guinea is a newly independent country, rich in natural resources, particularly minerals, timber, fisheries and potentially oil and gas. If these resources are effectively utilized, they hold tremendous promise, both in terms of economic growth, as well as human development. However, poor natural resource management and failure to apply environmental good practices, especially in the mining sector, has led to over-exploitation and environmental degradation, with serious threats to long-term sustainability of these vital resources.

Over the past five years, the economic climate in PNG has improved and growth is projected to continue mainly due to improved macroeconomic policies and spurred by improved commodity prices. Prudent fiscal policy, improved budgetary performance, lower interest rates and an appreciation of the exchange rate of the PNG Kina (PGK) against major currencies as well as an increase of revenues due to rising world market prices for minerals such as copper and gold have contributed to a more favourable economic environment for development.

The key challenges facing PNG include, low public sector capacity to manage and deliver services across all levels of government, inadequate funding for delivery of services, complex and poorly defined systems of national, provincial and local governance, poor compliance with accountability frameworks, confronting the HIV and AIDS pandemic and public insecurity especially in the rural areas. The fast growing population (2.7 % per annum, forecast to reach 11 million by 2050), poses further challenges for the implementation of a sustainable development strategy which provides education, health, employment and income-generating opportunities while ensuring the optimum use of Papua New Guinea’s natural, financial and human resources for present and future generations.

The government of Papua New Guinea has recently launched a 40 year strategy (Vision 2050) underpinned by a 20 year strategy (Strategic Development Plan) and a 5 year strategy 2011-2015 (Medium Term Development Plan) that outlines the GoPNG vision and planning to address these challenges.

The UN in Papua New Guinea

The United Nations (UN) launched the “Delivering as One“ (DaO) pilot initiative in 2007 to respond to the challenges of a changing world, and to test ways, through which the UN can increase its impact on the lives of people in developing countries by delivering more coordinated and effective assistance. The main objectives of DaO are to increase the impact of the UN at country level by reducing programmatic fragmentation and duplication, increasing national ownership of UN activities, reducing transaction costs for government and development and implementing partners, and increasing the UN’s efficiency and effectiveness.
in helping countries attain their national development goals, the Millennium Development Goals (MDGs) and other internationally agreed development goals.

The DaO pilot initiative builds on the existing reform agenda set by UN Member States, which asks the UN development system to accelerate its efforts to increase coherence and effectiveness of its operations in the field through the establishment of Joint Offices. The initiative is being piloted in eight countries. In addition to the original pilots, there are several “self starter” countries of which Papua New Guinea (PNG) is one of the earlier ones.

The DaO strategy in Papua New Guinea is based on 5 pillars:

- UN Country Programme (One Programme) and Country Programme Action Plan, covering 95% of all programme interventions in PNG
- UN Budgetary Framework, including a UN Country Fund (One Fund) and a Joint Resource Mobilization strategy, covering 22% of all country resources of the UN in PNG (for 2010), both in country noncore and additional resources
- Joint UN Communication and Advocacy for common UN advocacy and communication initiatives
- UN Operations, including the development of a One Office and further development and enhancement of Common Services

The DaO process in PNG started as far back as 2005, when the Government of Papua New Guinea (GoPNG) and the UN Country Team (UNCT) commenced discussions to initiate the process. The GoPNG had expressed the intention and lobbied to join the initial pilot phase. Due to the large number of countries requesting pilot status for the first round PNG did not make it but instead was offered pilot status for the second round of pilots, scheduled to start a year later. However, the UNCT decided not to postpone the start of the DaO programme and, with strong support of government, went ahead with the DaO on a self starter basis, without extraordinary financial or technical support from external sources. In this respect the GoPNG and UNCT reached an agreement to launch the DaO process and start preparations for the one UN Country Programme (UNCP-2006), later followed by the UN Budgetary Framework (incl. The One Fund-2008), the Joint UN Advocacy and Communication strategy (2008), the UN Operations strategy (2009) and the UN House.

The GoPNG saw the UNCP as a way of reducing transaction costs and bolstering harmonization and aid effectiveness as espoused in the Rome and Paris Declarations, respectively. The UN, on its part, saw its presence in PNG continue to grow, both in terms of human and financial resources, as well as the number of agencies, funds and programmes active in the country.

The UNCT and the GoPNG commissioned the Mid-Term Review (MTR) of the UNCP and the other 4 pillars of the Delivering as One strategy in PNG to generate lessons from the PNG experience. The main objectives of the MTR are to determine the extent to which the reformed UN business processes and practices and coordinated programming contribute to the DaO’s...
overall aim at the country level. Specifically, the review seeks to assess the extent to which the DaO contributed to national development results and priorities and to aid effectiveness.

Key Findings
The Review Team has identified a number of results through the review. These are clustered into two categories as shown below. It must be stated at the outset that the DaO process in PNG has shown many promising outcomes. Based on the team’s findings, a number of recommendations are presented for consideration by the UNCT and GoPNG. These recommendations are found in Chapter 5 of this report.

a) UNCP Results

- The preparation process of the UNCP in PNG, took a remarkably different approach to that taken in most pilot and “self starter” countries. In many cases, the normal UNDAF approach, involving the Common Country Assessment (CCA) and an aggregation of individual agency Outcome areas and work plans resulted into a UNCP, which can best be described as a “loose alliance” of the UN, driven mostly by the mandates of the various agencies, and often with many individual agency activities being pursued outside the “loose alliance”.

- The UNCP was perceived by both GoPNG and UNCT stakeholders as being fully aligned to national development priorities, as it drew from the MTDS priority areas, reflecting the overall UN areas of comparative advantage and mandates. This clearly demonstrates GoPNG’s ownership of the development priorities addressed in the UNCP.

- In light of the recently formulated Long Term Development Strategy (Vision 2050), the Development Strategic Plan, 2010-2030 (DSP), and the upcoming Medium Term Development Plan (MTDP), 2011-2015, while being seen as a re-articulation of the PNG development agenda, with no major policy shift, apart from strong emphasis on human resources development, the UNCP requires some adjustment to the areas of focus, to align it to the new PNG development paradigm.

- The UNCP has an elaborate coordination mechanism, supported by the GoPNG which fitted into the MTDS Framework as it provided a mechanism for meeting with development partners, making it compliant with the Paris Declaration on aid effectiveness.

- Progress towards the expected results stipulated in the various Annual Work Plans (AWPs) is mostly on track except for the Intermediate Outcome dealing with MDGs and MTDS.
• The Task Team (TT) approach is suitable for the implementation of the UNCP, particularly with respect to Intermediate Outcome Areas dealing with cross-cutting issues that call for synergies, as well as multi-agency cooperation and coordination.

• Generally, the working relationship between the TTs and government partners is good at the planning and programming levels, but is variable at the implementation level, ranging from strong involvement to weak involvement in the TTs.

• At the sub-national levels the UNCP programme appears less focused and less coordinated, including geographically, and programme activities are still implemented largely at the national level and much less is being implemented at the sub-national and local levels.

• Effective participation of non-resident UN agencies in the UNCP is quite a challenge, largely due to distances and staffing constraints.

• Because of the general insecurity, the cost of doing business is very high in PNG, including rentals of office space and staff accommodation, transportation (due to poor infrastructure and the wide dispersion of population), and the provision of an adequate security regime for all staff.

b) DaO Results

• The DaO initiative in PNG was based on a strong partnership between the GoPNG and the UNCT. Both parties, starting from their own perspectives, saw DaO as providing them with a means “to do things differently”.

• The DaO, through the One UN Programme, has brought positive elements to the UN system by enabling the UN agencies to work more closely on agreed priority areas of work. This has strengthened coherence and unity of purpose. It has also allowed the UN to present itself to its partners and other stakeholders as One UN especially on such issues as Health, HIV/AIDS, Education, Disaster Management and Decentralisation.

• The One Programme has made work much easier for development partners and the GoPNG by introducing one coordination framework and one UN Country programme, thereby making coordination much simpler and reducing transaction costs.

• The UN neutrality is seen as a positive factor by both the GoPNG and development partners in helping to coordinate and facilitate consensus building among development partners, particularly in sensitive areas such as human rights and governance.
• The One Budgetary Framework is viewed as an effective funding mechanism for the receipt of non-core resources, allowing development partners to channel their funds through one mechanism and thereby reducing transaction costs, a feature that is attracting development partners to utilize the UN Fund when funding UN supported activities.

• The One Budgetary Framework gives the smaller UN agencies more incentive in that their priorities are incorporated under the One UN programme, and its performance-based approach creates potential for agencies with smaller resource bases to access additional funding.

• The DaO imposes multiple reporting requirements. Government implementing partners have to report on activities undertaken and actual expenditures, while UN agencies still have to report on core resources to their respective headquarters and to development partners, on the use of funds, using different reporting formats.

**Key recommendations on the Way Forward**

a) **Prioritization and Rationalization of the UNCP**

• The UNCP needs to be more focused and less widespread over many intermediate outcome areas. In this context, the UN needs to re-prioritise and rationalise these intermediate outcome areas to enhance the overall focus of the Programme, directing its assistance more “upstream” to planning, policy making, and advocacy, with complimentary “downstream” activities such as pilot demonstrations, community awareness raising, etc.

• The UN should continue to support Disaster Prevention and Management, and Crisis Prevention. These are intermediate outcome areas where the coordination and facilitation role of the UN and access to specific technical assistance is well appreciated. It is suggested that more efforts be made to join up with other development partners, especially to ensure that the necessary “hardware” and IT inputs are also in place.

• As PNG is performing poorly against its own MDG targets, the UN should continue its support to the MDG-related outcome areas, by placing more emphasis on strengthening MDG-integrated planning & budgeting, policy advice, programme management, monitoring & reporting, and accountability capacities at both national and sub-national levels. In addition, development of capacities of country’s human resources through the introduction of teaching and research programme on MDGs and Human Development in the universities is crucial for facilitating the achievement of MDGs.

b) **Strengthening the Role of Partners in the UNCP Implementation and Monitoring**
To enhance Government participation in the UNCP, the UNCT and their staff should initiate more informal contacts for example by organising periodic (every 3-4 months) consultation meetings to “brainstorm” on the progress of the UNCP and come up with proposals to address bottlenecks.

The UN should “invest” more in building the capacities, expertise and knowledge of Government partners, to enable them to gradually take over the project/programme management responsibilities that are currently being undertaken by UN staff.

Since the role of other development partners, particularly NGOs/CSOs and the private sector is not strongly visible in terms of giving advice on major development issues (as opposed to being implementing partners), it is recommended that the TTs find new ways of strengthening their interaction with such partners to get broad-based support for their interventions.

c) Proposed New Areas of Focus

- The UN, given its neutrality, should consider a possible stronger role in “governance” particularly in the areas of rule of law, accountability and transparency, which are critical for PNG’s development, in view of the increasing role of the private sector in the economy, and the impending demands that the LNG project will impose on Government services and accountability/governance structures.

- In view of the increasing role of the private sector as a source of revenue for PNG and the possible decline in the share of ODA in the country’s development budget, it is recommended that the UN should get more involved (not necessarily through projects but advocacy and advice on best practices) in this sector, by identifying entry points into this sector and starting a dialogue with them.

- The UNCT should consider establishing a common “South-South Cooperation Programme for PNG”. Such an exchange programme should target the younger, mid-level managers, specialists and officers. In addition, there are many interesting and relevant development models and “best practices” in certain African and Asian countries e.g. Botswana, Ghana, Vietnam, etc., especially in the areas of resource management and democratic governance, which PNG could learn from. Such a programme could be supported by all the UN agencies working in PNG and they could offer such exchanges in their mandate areas.

d) Other Recommendations

- The UNCT needs to continue to lobby with their respective headquarters on the issues of double reporting and harmonizing internal systems, operational and common services. The GoPNG can also play a supportive role in this process.
In conclusion, the mid-term review has been undertaken at a critical point in PNG’s development which poses both challenges and opportunities for the UN system and its development partners. The review concludes that in most of the outcome areas, good progress is being made towards reaching the identified development results. However, given the fact that PNG is unlikely to meet the MDGs by 2015, the UN needs to intensify and consolidate its support to MDG-related outcomes and at the same time its support to the priorities of the Government’s Medium-Term Development Plan.
1.0 Introduction

The United Nations launched the “Delivering as One” (DaO) pilot initiative in 2007 to respond to the challenges of a changing world, and to test ways, through which the UN can increase its impact on the lives of people in developing countries, by delivering more coordinated, effective and efficient assistance. The main objectives of DaO are to increase the impact of the UN at country level by reducing programmatic fragmentation and duplication, increasing national ownership of UN activities, reducing transaction costs for government and development and implementing partners, and increasing the UN’s efficiency and effectiveness in helping countries attain their national development goals, the Millennium Development Goals (MDGs) and other internationally agreed development goals. Eight pilot countries agreed to work with the UN to capitalize on the strengths and comparative advantages of the different members of the UN family.

The DaO pilot initiative builds on the existing reform agenda set by UN Member States, which asks the UN development system to accelerate its efforts to increase coherence and effectiveness of its operations in the field through the establishment of Joint Offices. In response to the High-level Panel's Report and consistent with the work under the Triennial Comprehensive Policy Review (TCPR), the Secretary-General requested the Chair of the UN Development Group (UNDG) to move forward with the implementation of the DaO pilots. A prominent feature of the initiative is that it is part of the UN Business Plan and therefore often incorporates the United Nations Development Assistance Framework (UNDAF) which is a UN joint response to meeting client countries’ development priorities as set out in their respective national development strategies and plans and the MDGs, and other global compacts.

The DaO initiative was piloted in eight countries. These are: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay, and Vietnam. In addition to the original pilots, there are several “self starter” countries, including Papua New Guinea (PNG), which is one of the earlier ones. TCPR of the UN General Assembly tasked the UN System to strengthen national capacity development strategies essential to achieving the MDGs, including the capacities needed to manage different aid modalities.

1.1 Purpose, Scope, and Analytical Approach

The Review Team\footnote{The Review Team was composed of Dr. Graham Chipande, Senior Consultant, Development Consulting Associates, Ms. Minoli De Bresser, Development Consultant and Dr. Erick L. Kwa, Associate Professor, Law School, University of Papua New Guinea} was contracted by UNDP-PNG, on behalf of the UNCT in PNG, to conduct a Mid-Term Review (MTR) of the UN Country Programme (UNCP) 2008-2012. The objectives of the MTR are:
1. To assess the progress made towards achieving results outlined in the UNCP and inform decision makers on the challenges and opportunities; and

2. To assess progress against the strategic intent of DaO’s five results frameworks, namely:

- **UN Country Programme (One Programme) and Country Programme Action Plan**, covering 95% of all programme interventions in PNG
- **UN Budgetary Framework**, including a Un Country Fund (One Fund) and a Joint Resource Mobilization strategy, covering 22% of all country resources of the UN in PNG (for 2010), both in country noncore and additional resources
- **UN Communication and Advocacy** for common UN advocacy and communication initiatives
- **UN Operations**, including the development of a One Office and further development and enhancement of Common Services
- **UN House**, aimed at creating a single physical presence of the UN in PNG

The Review Team (RT) therefore proceeded to record achievements, identify areas for improvement and remaining challenges, distil lessons to inform decision making processes at national, inter-governmental and headquarters levels. It is envisioned that, the results of the MTR will be used by the Government of Papua New Guinea (GoPNG) in ascertaining the effectiveness of the DaO initiatives in bringing to the country’s benefit the whole potential of the UN development system. The review assessed how, and the extent to which, intended and unintended results were achieved at country level. The RT reviewed progress made against two sets of results frameworks, namely the development results framework, and the DaO framework, as represented by the UN Country Programme (UNCP) and the five “Ones” underpinning DaO in PNG, respectively.

Essentially, this review was aimed at measuring the extent to which the specific features of reformed UN business processes, and practices at the country level have contributed, or are contributing to the overall DaO aim, as follows:

- Assess the extent to which the DaO has contributed to the achievements of national development results and priorities;
- Assess to what extent the DaO in PNG is on track to achieve the expected results as outlined in the Position Paper;
- Assess specifically the key mechanisms, processes and structures set up under the DaO in PNG to implement change and improve effectiveness;
- Assess the extent to which the DaO is contributing to the principles and recommendations of the Paris Declaration on Aid Effectiveness;
- Identify lessons learned from the implementation of the DaO in PNG; and
- On the basis of the findings, make recommendations on which actions would be required by key stakeholders in order to ensure effective and efficient implementation of the DaO in PNG up to and including the formulation of the next UNCP.
The review process engaged, and is intended to address the following stakeholders:

- Government of Papua New Guinea;
- UN Agencies (both in PNG and at HQs);
- Development partners in PNG (representatives in PNG and at HQ level); and
- Other key stakeholders in PNG (academia, civil society, etc).

While in principle, the DaO initiative has been implemented in PNG since early 2006, some of its features have just been recently introduced, such as the One Budgetary Framework, as such the RT felt that it may be rather presumptuous to talk about assessing the contribution of DaO to the achievement of national development results since such results are affected by many factors and usually tend to have a long gestation period. In this respect, the RT decided to focus its attention on a number of key areas, including the following: processes and mechanisms put in place; adherence to DaO principles; Government support and expectations; Development partner financial support; UNCT commitment to DaO principles, programming modalities; UN Headquarters support; UN HQ reforms to support DaO challenges faced to-date; and distil any lessons learned. The RT also presents some recommendations on how the desired objectives could best be pursued. In this regard, the RT was guided by the detailed questions that were proposed in Annex A of the Terms of Reference (TORs), examining the operationalisation of the DaO principles (including the harmonized approach to cash transfers), within the PNG context, while also taking into consideration the issues of relevance, effectiveness, efficiency and sustainability.

The RT acknowledged that the DaO can also contribute to aid effectiveness in PNG, maximizing the benefits from aid, by embracing the principles of the Paris Declaration on Aid Effectiveness. Hence, the UNCP was also assessed in terms of its consistency with the MTDS in terms of its adherence to the five principles of aid effectiveness, namely:

- National Ownership;
- Alignment to National Development Priorities;
- Harmonization;
- Management for Results; and
- Mutual accountability.

The RT also assessed:

- The contribution of the UNCP to national development priorities, strategies, and plans;
- Compliance with UN normative frameworks, and cross-cutting issues, including gender, human rights, HIV and AIDS, capacity development and aid effectiveness and their concrete translation in the UNCT; and
- The relevant operational activities of all UN agencies under the UNCP.
The UNCP and the wider DaO initiative were evaluated within the PNG context. Just as the MDGs and the Paris Declaration agendas were localized in PNG, the RT also tried to assess the extent to which the DaO initiative had been domesticated in PNG, to ensure its conformity to the prevailing environment. The RT therefore focused on the GoPNG’s development priorities, plans and strategies and on the UN response to address those priorities.

The RT assessed the operational initiatives conducted within the DaO process since its inception. This should entail examining all programme activities falling under the One Programme and other initiatives that were not falling under One Programme that affected the performance of DaO. The timeframe under review covered initiatives implemented since 2006. While the emphasis of the review was on the contribution of DaO to development results, however, where initiatives related to humanitarian assistance or emergency relief were considered part of the DaO approach, these were also covered.

The RT also drew from the findings and recommendations of previous progress reports of the UNCP, and other relevant programme documents. In addition, a selected number of review reports that have been conducted in some of the Pilot countries to ensure that all pertinent issues are included in the final PNG MTR Report⁡, were also reviewed by the RT.

The recommendations made in the text and captured in the Conclusion are intended to help frame the UN-GoPNG subsequent discussions and offer suggestions and options for the next steps in the DaO process in PNG, in order to consolidate the gains thus far and suggest further improvements that will enhance effectiveness and efficiency of UN assistance to PNG.

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² A selected list of main documents reviewed is provided in Annex I.
2.0 Introduction

PNG is a disaster prone country but rich in natural resources, particularly minerals, timber, fisheries and potentially oil and gas. If these resources are effectively utilized, they hold tremendous promise, both in terms of economic growth as well as human development. However, poor natural resources management and failure to apply environmental good practices, particularly in the forestry, fisheries and mining sectors led to over-exploitation and environmental degradation, with serious threats to long-term sustainability of these vital resources, as well as unemployment for an increasing population.

During the first 15 years of independence (1975), Papua New Guinea made considerable progress against a number of social indicators. Life expectancy increased from 40 years in 1971, to nearly 50 years in 1980, with infant mortality declining from 134/1,000 to 72/1,000 over the same period. By 2006/7, however, Papua New Guinea’s progress had slowed against a number of key social indicators with low life expectancy at birth (57 years, compared with 67 years for East Asia and the Pacific region), high infant mortality (64/1,000), high under five mortality (75/1,000 live births, and very high maternal mortality (733/100,000). Poverty rates remain high. According to a Department of Education (DoE) partial survey results in 2006, the average Primary Net Enrolment Rate stands at 36 per cent in 11 provinces. However, in the past four to five years, the economic climate in PNG has improved and growth is projected to continue mainly due to improved macroeconomic policies and spurred by improved commodity prices. Prudent fiscal policy, improved budgetary performance, lower interest rates and an appreciation of the exchange rate of the PNG Kina (PGK) against major currencies as well as an increase in revenues due to rising world market prices for minerals such as copper and gold have contributed to a more favourable economic environment for development. The IMF projects that by 2012 PNG economic growth will return to the long-term trend rate of about 2.5 per cent, no higher than its population growth.

Table 1. Selected Economic and Basic Social Indicators for PNG

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population (2007)(a)</td>
<td>6.32 million</td>
</tr>
<tr>
<td>Population average growth rate(b)</td>
<td>2.7 per cent per year</td>
</tr>
<tr>
<td>Life expectancy at birth(a)</td>
<td>57 years</td>
</tr>
</tbody>
</table>

3 World Bank projections indicated that the number of people below the PNG poverty line increased from 37.5 % in 1996 to about 54 % in 2003. (See World Bank, PNG Interim Strategy Note, March 2005).
GDP growth rate (c) | 6.6 per cent
---|---
Literacy rate of 15-24 year olds (2004) (d) | 64.1
Under five mortality rate (2006) (b) | 75 per 1,000 live births
Maternal mortality ratio (2006) (b) | 733 per 100,000 deliveries
Malaria incidence (2002) (b) | 243 cases per 1,000 people
Population using improved water sources (d) | 40 per cent
GNI per capita (2008-Atlas method) (e) | US $1,040

Sources:
a. PNG World Bank, World Development Indicators 2006 and 2007
b. PNG Demographic Health Survey, 2006
c. PNG Government Mid-Year Economic and Fiscal Outlook Report 2009
d. AusAID Tracking development and governance in the Pacific, 2009
e. World Bank, World development indicators, 2008

Papua New Guinea now faces the challenge of sustaining the recent gains in socio-economic development, accelerating longer term structural reform processes, addressing problems of poor service delivery systems and confusion over functional and financial responsibility between national and provincial entities, and confronting the HIV and AIDS pandemic. The fast growing population (2.7 % per annum), forecasted to reach 11 million by 2050, poses further challenges for the implementation of a sustainable development strategy which provides education, health, employment and income generating opportunities while ensuring the optimum use of Papua New Guinea’s natural, financial and human resources for present and future generations. Other challenges include weak and costly basic utilities; poor transportation, communication, and electric power infrastructure; low skills and literacy; high crime rates; weak governance including corruption (PNG ranked 162 from 179 countries on the corruption perceptions index); a lack of law and order; land tenure concerns stifling investment; political interference in business; ethnically triggered conflicts, and a perceived lack of political will to adopt necessary sweeping reforms.4

In order to address these challenges, GoPNG developed and launched the Medium Term Development Strategy (MTDS) 2005-2010 on which the UNCP is anchored. However, it should be indicated that since the launch of the UNCP, a number of issues have emerged or will emerge, that will have an impact on the implementation of DaO in PNG. These include the launching of the Papua New Guinea Vision 2050; the Development Strategic Plan 2010-2030; and the forthcoming Medium Term Development Plan (2011-2015), the LNG project; the 2012 National Elections; and the reform of the provincial government system (decentralization versus autonomy). The RT assessed the possible impact of these aspects on DaO

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implementation in PNG and provides some recommendations on how such impacts can be mitigated.

2.1 Initiating the DaO and UNCP Preparation Processes

GoPNG had expressed the intention and lobbied to join in the initial pilot phase, however, the country was not selected for the first phase as they missed the deadline for submission of the request. Instead, PNG was encouraged to join the second phase of pilots that was expected to commence in 2008 (this has since been put on hold until lessons from the pilots and other self starters are made available), PNG nevertheless went ahead with DaO on a “self starter” basis.

The DaO process in PNG, started as far back as 2005, when the Government of Papua New Guinea (GoPNG), and the UN Country Team (UNCT), commenced discussions to initiate the process. The UN Country Programme (UNCP-the One Programme for PNG) and the UNCP Action Plan (UNCP-AP) are the key pillars of the DaO strategy in PNG and form the backbone of the reform effort in PNG. Both UNCP and UNCP-AP are in response to the UN reform agenda and felt national needs, and in line with global developments. GoPNG saw the UNCP as a way of reducing transaction costs and bolstering “Harmonization” and “Aid Effectiveness” as espoused in the Rome and Paris Declarations, respectively. The UN, on its part, saw its presence in PNG continue to grow; both in terms of human and financial resources, as well as the number of agencies active in the country, and that all its agencies had a special relationship with Government, based on trust. At the same time, the UN was viewed as an impartial entity, and a strategic partner, providing the country with access to international knowledge for PNG. However the UNCT’s internal progress on harmonization and simplification were seen to be too limited, and for the UN to remain valued and relevant, progress needed to be accelerated. These GoPNG/UNCT discussions culminated in an agreement between the two parties to launch the DaO process, and start the preparation of the UN Country Programme. For the UN, embarking on the DaO process, and preparing the UNCP on “Nation Building” was seen as a more effective and efficient way of supporting the attainment of the MTDS and MDGs through:

- Identifying, amplifying and developing common values, aspirations and mutual responsibility;
- Linking communities and sectors of the society;
- Strengthening the role of the State in people’s lives, guided by the National Goals, Directive Principles of the National Constitution and the Millennium Declaration; and
- Guided by the National Goals, Directive Principles of the National Constitution, and the Millennium Declaration.

In March 2005, after preliminary consultation with the Government, the UNCT agreed to develop a UN Country Programme, instead of the UNDAF. Actual preparation started in 2006. First it was in the context of preparing a successor to the 2003-2007 UNDAF to cover 2008-2012, focusing on Crisis Prevention. It was later decided by GoPNG and the UNCT to prepare the UNCP instead of the UNDAF’, with the theme “A Partnership for Nation Building”, focusing
on community integration, and social cohesion. In this respect, the process of preparing the UNCP, started with the preparation of a Discussion Paper, “One United Nations in Papua New Guinea” by the UNCT in December 2006. The Discussion Paper, spelt out the key objective of the One United Nations in PNG, and clearly outlined the basic principles/pillars/ or “Ones” which underpin DaO in PNG, as outlined on page 2.

It also clearly elaborated how each of these basic principles would be operationalized within the PNG context, an assessment of which will form part of this review. One distinguishing feature of the DaO process in PNG was the preparation of the ‘Base Document for Analysis’, which was completed in May 2006, instead of the traditional Common Country Assessment (CCA). This document included an analysis of the key development challenges facing Papua New Guinea and relied strongly on the assessment work done in preparation for the publication of the first National MDG Report in 2004. This assessment process was followed by Training on ‘Early Warning and Prevention Measures’: provided by the UN System Staff College, to equip staff and partners with technical skills to enhance the joint programming to be done for the UN Country Programme. UN staff and partners also received technical training on the Human Rights-Based Approach to programming. A Joint UN/Government Process Steering Committee Meeting was convened to discuss the analysis and outcomes of the ‘Base Document for Analysis’, and to prioritize, the objectives for the next programme cycle. The overarching theme for the up-coming UNCP, ‘A Partnership for Nation Building’, was identified, together with its five main outcome areas:

- Governance and crisis management;
- Foundations for human development;
- Sustainable livelihoods and population;
- Gender; and
- HIV and AIDS.

Subsequently, a Strategic Planning Retreat was organized in June 2006 to discuss programme priorities. An initial set of intermediate outcomes and adjoining outputs were formulated and several technical working groups were mandated to provide inputs into the various technical areas.

It is worth noting that the whole DaO preparation process was characterised by a strong partnership between the GoPNG and the UNCT. The process was not UN driven. As indicated above, GoPNG played a very critical role in lobbying UNDP, for PNG to embark on the DaO process. In addition, the GoPNG drafted a UN Reform and Aid Effectiveness Paper, guiding Delivering as One, in the country, in 2006.
2.2 Governance Mechanisms to Facilitate National Ownership, Leadership, and Effective Aid Coordination

**National Ownership and Leadership:** PNG’s development agenda is set out in the Medium-Term Development Strategy (MTDS) 2005-2010, plus a number of sectoral strategies, to which all development partners are supposed to align their development assistance programmes. The MTDS is organized into seven-priority expenditure areas. The UNCT participated in the consultations preceding the completion of the MTDS. The UNCP, is designed to contribute to national development priorities, and draws from these MTDS priority areas, reflecting overall UN areas of comparative advantage and mandates. This clearly demonstrates clear Government ownership of the development priorities addressed in the UNCP. At the same time, the Department for National Planning and Monitoring (DNPM) is the designated authority in Government for coordinating all development assistance to PNG. As such, the Secretary for DNPM co-chairs the GoPNG/UN Country Programme Steering Committee, which oversees the planning, implementation, monitoring and review of the UNCP. Other coordination mechanisms to facilitate national ownership, leadership and inter-agency coordination, include such arrangements as the Implementing Partner, AWP Steering Committee, and the reporting tools established for the UNCP, in which GoPNG plays a leading role, as described in section 2.2.3, above. Other coordination mechanisms, such as the Sector Wide Approach Programme (SWAPs), operating in the Education and Health sectors, were also alluded to. These mechanisms also fit into the MTDS Framework, as they provide a framework for meeting with development partners. The role of the UN is well recognized and appreciated in these fora.

**Aid Effectiveness:** At the time of formulating the UNCP, ODA to PNG accounted for about 5.5 per cent % of Gross National Income (GNI), and contributed about 50% of the development budget, with Australia providing over two thirds of the aid. To demonstrate Government’s commitment to the Aid Effectiveness agenda, the Government, following the Madang Plan of Action, GoPNG concluded the Kavieng Declaration on Aid Effectiveness (KDoAF) in 2008, which is a localized version of the Paris Declaration on Aid Effectiveness, stipulating monitorable indicators and targets on development cooperation between GoPNG and its development partners, thereby signalling its intention to lead the Aid Effectiveness agenda. This agreement was replaced by the “Papua New Guinea Commitment on Aid Effectiveness: A Joint Commitment of Principles and Actions between the Government of Papua New Guinea and Development Partners, concluded in July 2008. GoPNG has also made a commitment to develop an Aid Information Management System, and participated in the Paris Declaration survey for the first time in 2008.

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5 GoPNG has since articulated a number of key development strategic documents, including Vision 2050, which was launched in 2010; the Development Strategic Plan (DSP) 2010-2030, soon to be launched and a Medium Term Development, 2011-2015, which is under formulation.

6 ODA has since declined to about 35-40% of the Development Budget, and is expected to decline further when the LNG project is fully operational, by which time GoPNG has expressed its desire to play a “donor” role within the South Pacific region.

7 See “Kavieng Declaration on Aid Effectiveness: A Joint Commitment of Principles and Actions between
Although one of the driving forces for GoPNG to support the DaO process was to use it as a tool for aid effectiveness, in terms of promoting harmonisation, coordination, etc, of development assistance, this has not necessarily materialised to the extent envisaged, for a number of reasons. A number of development partners have pointed out that the UN, largely due to its neutrality, global mandates, and a wide knowledge base, is better placed to take up certain issues with GoPNG that bilateral donors, including good governance, climatic change, MDGs, aid effectiveness and environment. It was envisaged that the UN could do more in carrying out a coordination role in aid effectiveness. However, progress in this area has been dismal.

To begin with, the RT was informed that earlier efforts by the UN (through UNDP) to assist DNPM to strengthen its capacity to address the aid effectiveness agenda did not succeed. At the same time, PNG has a handful of development partners, with AusAID as the dominant player in terms of its ODA contributions, as alluded to earlier. This, coupled with the fact that PNG has been able to generate substantial amounts of domestic resources from its vast natural resources, has meant that issues of harmonisation and coordination of donor resources has somehow occupied a back seat. As a result, GoPNG has not been that proactive on the aid effective agenda, despite subscribing to the Paris declaration. A number of development partners have actually indicated that it is difficult to gain access to senior GoPNG officials dealing with aid issues. This has resulted in many uncoordinated donor efforts and less emphasis on value for money from donor resources. The bottom line has been poor progress on development results, in such areas as MDGs, human rights, good governance (transparency and accountability on use of donor and national resources), and so on, which impacts negatively on UNCP and overall development results. The RT feels that this is an area that requires urgent attention from the UN.

2.3 The UN Country Programme (UNCP 2008-2012)

The UNCP has been developed as a single programme, which was subsequently is operationalized by a common UN Country Programme Action Plan (UNCPAP), and through a number of joint Annual Work Plans (AWPs). It is worth mentioning that, while in April 2007, the Executive Boards of the respective ExCom Agencies (UNICEF, UNDP and UNFPA) approved the proposal to forego a UNDAF and develop a common UNCP; they nevertheless requested each of the ExCom Agencies to develop their own Country Programme Documents (CPDs). These individual CPDs (endorsed in June 2007), were direct reflections of the inputs each Agency had provided to the common UNCP, thereby, allowing the UNCP to remain the overarching guiding document for the said agencies. The UNCT did go ahead with the development of a “Common CPAP” (the UNCP Action Plan), designing and implementing a single CPAP for all Excom agencies in the country.
The UNCP is based on themes organized around sectoral as well as overarching cross cutting issues. GoPNG endorsed and signed the UNCP in July 2007. Total resources for the UNCP are estimated at US $165 million, from both core and non-core resources, over the 5 year period. About 95 per cent of UN Programmatic content in PNG is covered under the UNCP, which is aligned with national development priorities and the planning cycle. The UNCP programme expenditures are reflected in the national budget. As indicated above, the UNCP has 5 Outcome areas which are in turn broken down into 16 intermediate outcome areas. The outcome areas were selected in line with the following considerations:

1. UN system experience in PNG;
2. UN comparative advantage and track record; and
3. The national development priorities, as outlined in the Medium Term Development Strategy (MTDS).

The outcome and intermediate outcome areas are as follows:

1. **Improved Governance and Crisis Management**
   a. Support to the Parliament and Legislative Processes;
   b. MDGs and MTDS;
   c. Provincial Planning and Management;
   d. Human Rights; and
   e. Crisis Management and Disaster Prevention

2. **Foundations for Human Development**
   a. Health;
   b. Child Protection; and
   c. Education.

3. **Sustainable Livelihoods and Population**
   a. Environment and Sustainable Livelihoods; and
   b. Population.

4. **Gender**
   a. Women in Leadership; and
   b. Gender based violence.

5. **HIV and AIDS**
   a. HIV and AIDS Prevention;
   b. HIV and AIDS Treatment; and
   c. HIV and AIDS Management.

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8 In response to the recent conflict in Bougainville, the UNCT has established a special Task Team to extend the UNCP coverage to that area.
The UNCP promotes cross-cutting issues and inter-sectoral links in all five priority areas, including: Human rights; Gender mainstreaming; Monitoring systems; Capacity-development; Decentralization and strengthening of civil society; HIV and AIDS; and Youths. In addition, the UNCP is designed to promote aid effectiveness, by applying the principles of the Paris Declaration on Aid Effectiveness, of which Papua New Guinea and the United Nations System are signatories.

2.3.1 UNCP Implementation Framework

The UNCP is implemented through multi-agency Task Teams which are constituted along the intermediate outcome areas. The Task Teams constitute of a pool of thematic staff of the UN agencies that are active in a particular thematic area (for example Gender, Human Rights, Health, Education etc). 95% of UN programming\(^9\) in PNG happens within the context of the Task Teams. The starting point for UN programming forms the 5 yr Strategic Plans that are jointly formulated for each intermediate outcome area in the UN Country Programme by the respective Task Team, Government and respective sector stakeholder. The Strategic Plan forms the basis for the outcome formulation, output formulation and the Joint Annual Work Plans of each of the Task Teams.

The strategic plan provides an overview of the socio economic condition of the country as well as a situation analysis, including the national policy framework, current partnerships and programmes, and information on national counterpart institutions. It g UN system with respect to programmes, partnerships, the UNCP financial arrangements and budgets, monitoring and management arrangements, and the Joint Annual Work Plans of each of the Task teams. The participating members in each Task Team are assigned to implement specific activities, identified in the joint annual work plan, in accordance with the expertise, comparative advantage and mandates of their respective agencies. Agency AWPs are still used but derive from the Joint Annual Work Plan, ensuring agency activities are in line with the broader UN System strategy.

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\(^9\) With the exception of Humanitarian interventions
Figure 1 below illustrates this structure:

From the above, it is clear that the PNG DaO went through an innovative process compared to the process adopted by most of the “pilot” and other “self starter” process. The implication of this innovation on the DaO implementation will be examined in the review.

**Non-Resident UN agencies** (NRAs) are defined by the UNCT as those agencies that do not have a resident representative-level representation in the country. Some NRAs have programme officers in-country who join the UNCT and have observer status. There are a number of NRAs participating in the DaO process in PNG and particularly in the UN Country Programme. These include UNIFEM\(^\text{10}\), OCHA, OHCHR, FAO, ILO and UNESCO who are all signatories to the UNCPAP and therefore committed to participating in the UNCP. As in many other DaO pilots, the involvement of the NRAs varies from non-existent to very active. UNESCO and FAO participated.

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\(^{10}\) It should be noted UNIFEM plans to recruit a Country Programme Manager who will have the level of a representative in the UNCT. Should this happen, UNIFEM would be considered a “resident agency”.
in the planning stage of the UNCP but have very limited involvement so far in the implementation of the Programme. On the other hand, UNIFEM, OCHA and OHCHR participate very actively. For example, UNIFEM participates in the TTs on gender, human rights, child protection and HIV/AIDS, OHCHR is participating in the TT on human rights, and OCHA is co-chair of the TT on Disaster Risk Management and crisis prevention. and human rights, respectively.

Several common barriers to active participation have been identified as noted below:

- The greatest impediment is distance from PNG which prevents regular interaction with the TTs and attendance at key consultations.
- Limited capacity (including in-country) to allocate staff members to actively participate in the TTs under which the NRA’s activities fall under.
- NRAs, through long-standing collaboration, have built up bilateral relationships with their constituent government partners and are not eager to dilute this as a result of participating in the DaO.
- Preoccupation with other pressing agency-specific issues, including regional and inter-regional matters.
- Headquarters support for the DaO process varies across the NRAs and most do not receive additional funding to participate in the DaO process. FAO and UNESCO, for example, have access to reform focal points in their headquarters.

UNIFEM has a substantial team of 9-10 national staff (professional and support), which will soon be augmented by 2 international professional staff, including a representative.\(^{11}\) They already have a visible sub-national presence in Bougainville and the Highlands region. Therefore this substantial in-country presence differentiates UNIFEM from the other NRAs. Both UNESCO and FAO have indicated that they are interested to participate more actively in the UNCP. Towards this end, the newly appointed UNESCO\(^ {12}\) national officer will participate in the TT on education and consideration will be given to including one of FAO’s 4 national officers located in the Ministry of Agriculture to the TT on environmental management and sustainable livelihoods. In order to improve the interaction between the non-resident agencies and the TTs, it is proposed that a common email system be set up to exchange key documents among the TTs and the non-resident agencies. In this way information about their missions can also be shared and relevant follow-up contacts can be made by individuals. It is also proposed that a space be allocated in the “UN Haus” for visiting missions by the specialised agencies and other visiting consultants to instil a greater sense of solidarity.

\(^{11}\) Source: Ms. Elizabeth Cox’s email of 26 July 2010

\(^{12}\) UNESCO has 2 national officers in-country
2.3.2 The UNCP Action Plan (UNCPAP) and Joint Annual Work Plans (JAWPs)

The UNCP Action Plan operationalises programme activities from fourteen UN Agencies. Whereas most UN Agencies (resident and non-resident) participate in the programme in the spirit of ‘Delivering as One’, the UNCP Action Plan is ‘legally binding’ for the three resident ExCom Agencies (UNICEF, UNDP and UNFPA). The Participating Agencies (meaning non-ExCom) remain governed by their respective agreements with the Government of PNG. However, their programme activities are reflected in the UNCP Action Plan and the adjoining Annual Work Plans and are also reported upon in quarterly and annual reports.

The UNCPAP describes and operationalises the five outcomes, which are further subdivided into ‘intermediate outcomes’. There are 16 intermediate outcomes, each of which has one Joint Annual Work Plan which is implemented by one or more Implementing Partner(s). All agency activities executed by the UN in PNG, with the exception of Humanitarian interventions are reflected in the Joint AWPs.

The Joint Annual Work Plans are developed by the Task Teams which are jointly responsible for:

- Programme Planning
- Programme Monitoring and Evaluation
- Reporting
- Joint Resource Mobilization
- Joint implementation where it makes sense and is cost effective

The UNCT in PNG has emphasized the need for a shift in paradigm, i.e. embracing a new way of doing business, in order to effectively implement the UNCPAP. This has meant a shift from a project, to a programme-based approach, for which firm partnerships between the Government, the UN and other development partners are to be forged, within the context of Aid Effectiveness. These partnerships, lay the foundation for a nationally-owned, harmonized and aligned, results oriented, and mutually accountable approach to development. The UN is guided by these five principles of aid effectiveness, when designing, implementing, monitoring, and evaluating the series of reform initiatives. Whereas the UNCP, in its entirety, is a contribution to the MTDS, the different intermediate outcomes, are on their part, guided by their respective sector policies. To specify the length, width, and depth of the UN contribution at the intermediate outcome level, inter-agency Task Teams together with relevant government counterparts, have developed 5-YSPs, which include comprehensive situational analyses of the respective outcome areas, including relevant global, regional and national policy frameworks. An Annual work Plan (AWP) is attached to each 5-YSP. An implementing Partner (IP), is designated to each 5-YSP13 who is responsible and accountable for the implementation of activities and the appropriate use of resources as described in the AWP. The Strategic Plan also

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13 This is usually the lead sector Ministry/Department for the 5-Year Strategic Plan.
specifies and justifies relevant partnerships and outlines the UN’s strategic entry points for the specific sector(s) in the coming five years.

The Joint Annual Work Plans are a critical component of the DaO and a key driver for reducing fragmentation, enhancing alignment and reinforcing coherence of UN Programming in country. Each Task Team covers an intermediate outcome area in the UNCP. Based on the 5-YSP, agency comparative advantage, and available resources, the participating agencies in the TT, jointly prepare annual work plans, which annualize the UN’s interventions in support of the 5 year outcomes. These AWPs are the basis for the UN’s work at the country level and form the basis for UN planning, resource mobilization, monitoring and reporting. To implement the AWP, the Implementing Partner can enter into agreements with what are called Responsible Parties (RPs). The RPs report to the Implementing Partners, who in turn report (progress and finance) on the entire AWP, to the UN ExCom Agency that signed the AWP.

2.3.3 UNCP Coordination Framework

To facilitate collaboration, a number of internal and external coordination mechanisms have been designed.

- **Internal Coordination Mechanisms**
  a) **UNCT**: comprises the Resident Coordinator (RC) and the Heads of Agencies (HoAs) and includes representatives of UNDP, UNICEF, UNFPA, OHCHR, WHO, UNAIDS, OCHA, UNIFEM and UNHCR. The UNCT discusses progress in the AWP at the political and strategic level and oversees the quality of the 5-YSPs that include the AWP as annexes. The UN Country Team also oversees the integration of intermediate outcomes and their respective AWP.
  b) **PCC**: Ensures horizontal linkages between the Task Teams and advise the UN Country Team on issues related to cross fertilization and synergies as well as issues related to programme management.
  c) **Task Teams** (TTs): include staff members representing relevant UN Agencies that contribute to the operationalization of an intermediate outcome and the implementation of the respective AWP(s). The TT Leader represents the agency with the technical leadership and represents the Task Team in the PCC. In addition to the above arrangements. The Task Teams engage jointly in the following activities for each of their respective intermediate outcomes in the UN Country Programme:
    - Joint programmatic planning (5 year frameworks and Joint AWPs)
    - Joint monitoring of programme implementation
    - Joint coordination of programme activities
    - Joint reporting on progress (Quarterly and Annual UN Progress reports)
    - Joint resource mobilisation (complementing agency resource mobilisation)

- **External Coordination Mechanisms**
a) **GoPNG/UN Country Programme Steering Committee**: headed by the Secretary for the Department of National Planning and Monitoring and further comprises of Senior Representatives of relevant Government Departments, the Resident Coordinator and Heads of UN Agencies.\(^\text{14}\)

b) **AWP Steering Committee**: Endorses the 5-Year Strategic Plan and the AWP and oversees the implementation, monitoring and review of the respective AWP.

- Ensures that progress is made towards achieving results, and extends guidance on alleviating, any programme bottlenecks, which may occur.
- Reviews and approves Quarterly, as well as Annual Progress Reports, and contributes to the design, implementation of the mid-term and, final review of the intermediate outcome.

c) **Technical Working Groups (TWGs)**: The UN Task Teams, use the Technical Working Groups to ensure that UN programming at the Intermediate Outcome level is in line with Government policies and planning instruments, and complimentary to the current programming by development partners. The TWGs comprises of Government representatives, UN staff, and development partner staff; all at the technical level. The TWGs are chaired by relevant government departments and they play an advisory role vis-à-vis the AWPs covered by UN Task Teams. To the extent possible, the TWGs use existing structures, and where these do not exist efforts are made by both the Government and the UN, to initiate a Technical Working Group or an equivalent as and when appropriate. The TWGs meet approximately 4 times a year.

Reporting tools were also put in place including, the UNCPAP Annual and Quarterly Progress Reports, which reflect on and analyze, the results of all intermediate outcomes (and AWPs). These reports are prepared by the M&E Specialist of the UN Coordination Office, and endorsed by the UN Country Team for submission to the highest authority of the UNCP Action Plan: the PNG-UN Country Programme Steering Committee.

\(^{14}\) The Review Team was informed that the last time the joint UNCP Steering Committee met was in October 2008, thereby undermining the objectives of the arrangement. This issue was raised with the DoNPM officials who assured the team that the matter was receiving due attention and that those meetings would resume soon, with possibilities of delegation of the function at an appropriate level of authority within DoNPM.
CHAPTER 3  UNITED NATIONS COUNTRY PROGRAMME: PLANNING, IMPLEMENTATION, AND DEVELOPMENT RESULTS

3.0  Approach

As indicated above, the Review Team (RT) took a dual approach to assessing the programme and development results arising from the implementation of DaO in PNG, and that was in line with the MTR-TORs, which are annexed to this report (See Annex IV). The Team assessed the UNCP results in terms of its planning and implementation processes and frameworks, as well as achievement of programme and development results. This entailed, first examining the programme development process, particularly with a view to establishing its relevance and alignment to national development priorities and other Paris Declaration principles. Secondly, an assessment was on achievements realised against the strategic intent of DaO, buy looking at progress achieved against the five DaO pillars as applied in PNG.

DaO is an integral part of the UN Reform agenda, as such, the assessment of both the UNCP and DaO results also take into account principles of “change management”, including issues of Results Based Management (RBM) and Joint Resource Mobilization. This analytical approach is presented in the graph below.

Graph 1: Delivering as One in PNG: Joint UN Country Strategy
The RT held consultations, during the period of 8-22 June 2010, with key stakeholders, including, GoPNG representatives, UNCT, Development Partners, Civil Society Organisations, NGOs, and other stakeholders. Specifically, on the GoPNG side, the RT held consultations with senior GoPNG officials, including those from the Departments of National Planning and Monitoring, Education, Justice and Attorney General, Health, the National Disaster Centre, National AIDS Council Secretariat, etc., some of whom are involved in Sector Wide Approach Programmes (SWAP). UNCT consultations involved Heads of UN Agencies (HoAs), Task Team members, and members of the various inter-agency Committees supporting the UNCP, described in chapter 3. Among the development partners consulted, were, Australian AID (AusAID), New Zealand Aid (NZAID), Asian Development Bank (ADB), and the European Union. The purpose of these consultations was to get their views, perceptions and expectations with respect to the implementation of the DaO initiative in PNG, both in terms of achieving the UNCP and DaO results as indicated above. The results of these consultations are presented in subsequent sections of this chapter.

The RT was also informed that GoPNG was happy with the role the UN team was playing in the country, which focused on providing TA in a number of critical areas while allowing the Government to exercise its leadership role and provide the national strategy for programming. It was emphasised that there are times and some areas where UN needs to take leadership, such as in awareness creation and provision of best practices, thereafter, Government should step to continue with its leadership role as was the case involving the localization of Paris Agenda and MDGs. It was pointed out that UNCP is indeed in line with national priorities as set out in the MTDS, as it is dealing with critical development issues and Government takes it seriously. It was further emphasized by DNPM that the recently formulated Development Strategic Plan (DSP), should be seen as a re-articulation of the PNG development agenda, with no major policy shift. The main new area of emphasis being human resources development. Once the re-articulation is completed, GoPNG will request for TA etc., from UN and other development partners, as GoPNG recognises the critical role of UN expertise in such a process. This is why it requested for the attachment of UN advisors and experts in strategic Departments such as DNPM and the National Disaster Centre (NDC).

3.1 Planning Implementation, and Developments Results

The UNCP has been developed as a single programme which was subsequently translated into one common UN Country Programme Action Plan (UNCPAP) and operationalized through a number of joint Annual Work Plans (AWPs).

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**Notes:**

15 A full list of the individuals and institutions met is provided in annex II.

16 As a matter of fact, GoPNG is now in the process of articulating the first 5-year Medium Term Developing Plan (MTDP) 2011-2015. It is pleasing to note that there are plans to involve UN expertise on MDG needs assessment and costing at this stage.
As indicated earlier, the UNCP is implemented through 16 Intermediate Outcome Areas, whereby inter-agency Task Teams are assigned to each of these areas, together with their Government counterparts, to develop work plans, implement, monitor and report on the results. In this section the MTR provides feedback from the various Task Teams regarding the progress achieved towards each of these areas, the challenges faced, and recommendations for the way forward. The information from the said consultations is supplemented by findings from the mid-term evaluation of the past UNDAF (2003-2008), and annual reviews of the UNCP in the respective Intermediate Outcome areas.

Table 2. SHOWING LINKS BETWEEN UNCP, THE MTDS AND MDGS

<table>
<thead>
<tr>
<th>UNCP Intermediate Outcomes</th>
<th>MTDS priorities</th>
<th>MDGs</th>
<th>Annual Budget 2009 in USD</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Governance/Crisis Mgt.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Parliament/Legislative CD</td>
<td>Law and Justice</td>
<td>MDG 1 (indirect)</td>
<td>70,000</td>
</tr>
<tr>
<td>MTDS/MDGs</td>
<td></td>
<td>MDG 1</td>
<td>1,619,000</td>
</tr>
<tr>
<td>Provincial Planning/Mgt.</td>
<td></td>
<td>MDG 1 (indirect)</td>
<td>1,550.788</td>
</tr>
<tr>
<td>Human Rights</td>
<td></td>
<td>MDG 1</td>
<td>323,000</td>
</tr>
<tr>
<td>Crisis Prevention</td>
<td></td>
<td>MDG 1</td>
<td>2,823,000</td>
</tr>
<tr>
<td>Disaster Mgt.</td>
<td></td>
<td>MDG 1,7</td>
<td>967,422</td>
</tr>
<tr>
<td>2. Foundation for Human Development</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Health</td>
<td>Primary Health Care main priority; Goal 4</td>
<td>MDG 3,4,5</td>
<td>3,624,756</td>
</tr>
<tr>
<td>Education</td>
<td>Basic Education main priority- Goal 2</td>
<td>MDG 2, 3</td>
<td>1,162,000</td>
</tr>
<tr>
<td>Child Protection</td>
<td></td>
<td>MDG 1</td>
<td>961,768</td>
</tr>
<tr>
<td>3. Sustainable Livelihoods/Population</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Environmental Mgt./Sustainable Livelihoods</td>
<td>Second-tier cross-cutting priority-Goal 7</td>
<td>MDG 1,7</td>
<td>1,456,765</td>
</tr>
<tr>
<td>Population</td>
<td>Mentioned in section1.6 as “key threat”</td>
<td>MDG 1,7</td>
<td>360,000</td>
</tr>
<tr>
<td>3. Gender</td>
<td>Second tier cross-cutting priority-Goal 2</td>
<td>MDG 3</td>
<td></td>
</tr>
<tr>
<td>Women in Leadership</td>
<td></td>
<td>MDG 3</td>
<td>847,610</td>
</tr>
<tr>
<td>Gender-based Violence</td>
<td></td>
<td>MDG 3</td>
<td>350,000</td>
</tr>
<tr>
<td>4. HIV and AIDS</td>
<td></td>
<td>MDG 6</td>
<td>260,633</td>
</tr>
<tr>
<td>HIV/AIDS prevention</td>
<td>HIV/AIDS prevention (main priority)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

17 From Table 1.6 National MDG Goals and Targets, MTDS 2005-2010
### 3.1.1 Improved Governance and Disaster Management

#### a) Parliament and Legislative Processes

This intermediate outcome covers UN support to enable the drafting, debating and passing of legislation that is Millennium Development Goals (MDGs) compliant and promotes nation-building. To do this there are several broad areas of UN support identified including the development of capacity within the Parliamentary Services and among Members of Parliament. Another area for support is to explore and establish linkages between the general public, civil society organizations and Members of Parliament. Lastly this intermediate outcome also supports capacity development of institutions that are involved in legislative drafting. However the UN’s progress has been severally hampered after the expulsion from Parliament of the UNDP Parliament Support Programme in late 2007. As the political environment surrounding the removal of the UN from Parliament has not changed, anno 2009, the UN support concentrated mainly on the last area through an Annual Work Plan that is signed with the Office of Legislative Counsel. This has supported officers of the OLC undertaking in-depth legislative drafting training and supported the design and implementation of an informative OLC website.

The shift to the Office of the OLC has had small but positive results, having supported the training of a number of young lawyers at the Royal Institute of Public Administration. The real results will of course be ascertained by the quality of drafting of laws by these new draftspersons. The OLC has enjoyed a cordial relationship with the UN.

Without having a programme within Parliament, the intended outputs related to it did not look like being achieved. The initial Parliamentary Support Programme was a very good programme designed to strengthen the National Parliament given its strategic location, that is, where the leaders of the country are located. Since its termination in 2007 and with no change in the environment of the Parliament, the UN has consciously chosen not to attempt to re-engage the Parliament to reintroduce the programme, however stands ready to assist in the area should circumstances change. The UN should seriously consider re-engaging the Parliament, particularly in light of the forthcoming 2012 National Elections. With its work with the OLC, and as this Office is located within the Department of the Prime Minister and the National Executive Council, the UN may want to explore new areas of intervention within this Department.
b) Millennium Development Goals and Medium Term Development Strategy

Members of the team are: UNDP, UNICEF, UNFPA, WHO, and representative from the Millennium Initiative Campaign. It should be clarified at the outset that the role of this TT is not to drive the MDGs across the board. This is the responsibility of each and every TT within the UNCP, to advocate and push for the MDGs in their respective sectors and thematic areas. However, the ultimate responsibility for achieving the MDGs is that of the Government. In this respect, the MDGs/MTDS TT supports advocacy and capacity development on the MDGs. It focuses on the DNPM and aims at integrating the MDGs in the planning process and aligning with appropriate resource allocation. For this purpose there is a resident UNDP MDG Specialist and a short-term UN consultant working within DNPM. By providing daily support these advisers try to build mutual trust between GoPNG and the UN, in order to address this important area of work.

Progress toward the MDGs has been slow and, according to the 2004 MDG Report, Papua New Guinea is unlikely to achieve any of the seven goals (the 8th goal was not considered in the 2004 Report) and few of their targets by 2015. Furthermore, while the supporting environment was considered ‘potentially favourable’ for attainment of the goals of the Medium Term Development Strategy (MTDS), and ‘fair’ for the policy and legislative environment, it is rated as ‘fair’ to ‘weak’ for implementation capacity. The Report also considered data and monitoring capacity as being ‘fair’ to ‘weak’ for all seven MDGs, thus highlighting the considerable challenges for both achieving the goals and monitoring progress towards them, hence the strengthening of monitoring systems has been included as a cross-cutting intervention.\(^{18}\)

PNG is fully able to achieve the MDGs in terms of financial resources; given the right level of political will and commitment. For example, during the preparation of the MTDS, very little effort was put into incorporating the MDGs into the strategy. The most that happened was the inclusion of a table of MDG indicators at the end of the document. At the same time, sectoral policies and strategies did not take the MDGs on board. Limited capacity at all levels was also a constraint. This situation limits the value of the TT; therefore its main use is for coordinating and information sharing. The RT was informed that in the DSP and the subsequent MTDP (2011-2015), the MDGs will be fully taken on board, with the possibility of a full scale MDGs Needs Assessment and Costing exercise being undertaken within the life span of the MTDP. It is envisaged that such exercises will lead to the preparation of an Action Plan that will help to direct resources towards the MDGs related sectors. Initial work on MDG localization has started in four pilot provinces, one in each of the four regions of the country, in 2010. Similarly, discussion is ongoing with four universities for the introduction of a course on MDGs and Human Development in these universities. In addition, over the past 4 years, UNICEF has been supporting the development of a PNG DevInfo database for MDG monitoring. It is hoped that this will be ready later this year, and it will assist in monitoring progress towards the MDGs. In

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\(^{18}\) See, Millennium Development Goals Second National Progress Summary Report 2009 for Papua New Guinea, Department of National Planning & Monitoring.
terms of MDG advocacy, the Millennium Campaign has an agreement with the Population Media Centre to broadcast radio messages. As achievement of the MDGs require a combination of both upstream work and downstream interventions, the UNCT should consider strengthening its support in this area.

Under this same intermediate outcome, there is an output seeking to strengthen the capacity of the Department of National Planning & Monitoring to manage aid flows including aid flow data management and aid management policy development. The aid effectiveness work is geared towards assisting the DNPM in taking the lead in implementing the localised Paris Declaration and the outcomes of the more recent Accra Agenda for Action. This entails assisting the Government in setting up the structures for the management of aid flows coming in to PNG, monitoring how aid is contributing to better development results and working with the Government in strengthening communication between different actors (both within Government and between government and the development partner community). Among other things, this work addresses issues such as ownership, proper alignment of development partner work with Government programmes and harmonization among development partners.

c) Provincial Planning and Management

The Provincial Planning and Management Task Team is made up of three agencies, namely: UNDP, UNICEF and UNFPA. The main focus of this intermediate outcome is to improve financial planning and management at the provincial and district levels. This is done through a programme implemented by the Department of Finance which is largely funded by AusAID along with the GoPNG. The focus of the support by the UN is on capacity development of government officers at the provincial and district levels on public financial management through training and coaching/mentoring. The aim is to improve the timely reporting on the provincial budget. The UN has provided support to the Department of Finance through the current programme since 2008.

It is too early to make any concrete comments on the results. The programme has been delivering both in terms of financial delivery and capacity development. A recent MTR of the programme from independent consultants notes its success and recommends continuation for a further 2 years. The RT was informed that within the new development dispensation (DSP, MTDP), attempts will be made to build national capacity at this level to integrate MDGs planning and monitoring into the overall planning and monitoring process, with the view to accelerate progress on the MDGs. This could provide a perfect entry point to Development Partners to build the necessary capacities at this level in order to enhance progress on the MDGs.

The above notwithstanding, the major challenge in this programme, is the issue of coordination and crowding of development partners. Currently, AusAID provides a series of support across the Government to support its programme, including support to the
Department of Finance. The EU is also involved with the Department of Provincial and Local Government Affairs through its programme support to the provinces and districts.

The UN may need to reconsider the usefulness of its support to the Finance Department. It is already engaged with the Department of Provincial and Local Government Affairs through the National Disaster Centre. It might have to pull back its resources in the Department of Finance and focus on other areas, such as DNPM or National Disaster Centre, especially given the low level of UN resources devoted to this area, which is mostly in the form of TA. This could facilitate the scaling up of UN support to MDGs based work at the Provincial level, an aspect that could lead to more tangible results and impact.

There seems to be duplication of membership of the PLPTT and the PPMTT. It would be sensible to merge them into a single TT and expand the membership. The specific areas for improvement could be:

1. Re-engage the National Parliament;
2. Identify the special needs of the Department of the Prime Minister and the National Executive Council and make interventions. This is an important institution and thus the UN must make a strategic intervention in this Department. An area for intervention would be the fight against corruption being spearheaded by the Department; and
3. Scale-up the MDGs work at the provincial level, to enhance MDGs planning and poverty monitoring.

d) Human Rights

The UN Programme is beneficial for human rights (HR) as it enables HR to be mainstreamed into many programmes and sectors. The TT focuses on key areas and the sharing of resources towards common goals. In the past the UN was often synonymous with UNDP but now agency representatives can clarify this in their individual engagements with government partners. The current UN leadership is fully supportive of human rights-based programming which facilitates the work of the TT.

TT members include UNHR, UNDP, UNICEF, IOM and UNIFEM. The main results are:

- One UN Project to support PNG constabulary through training in human rights-funded by UNHR and UNDP and drawing on expertise from UNFPA, UNICEF, UNHCR and UNIFEM;
- Awareness-raising on HR through a 20-day activism campaign (with support of the UNCC team);
- A legal framework for the establishment of an HR Commission is ready for discussion in Parliament in July;
With technical assistance from the UN, a weapons disposal policy was developed and recently passed by the Bougainville Executive Council.

As a result of UN advocacy, the UN Special Rapporteur on Torture visited PNG in May. His report is expected to be available to the Government in July.

The close relationship between the Human Rights TT and the Gender and HIV and AIDS TTs needs to be appropriately explored as there are very strong inter-relationships between the issues being dealt with by these TTs and this can create mutual benefits.

The main challenge for HR is that although PNG has ratified various HR instruments e.g. ICCPR, CRC, CEDAW, CERD the implementation of these covenants is limited. At technical working level, the TT has a good working relationship but at national level, there is limited involvement. An internal challenge is that the process of the UNCP machinery is time-consuming and UNDP has to service itself and also the smaller agencies involved in it, which results in overload for UNDP.

e) Disaster Management and Crisis Prevention

PNG faces chronic low level civil conflict and susceptibility to natural disaster. Both conflict and natural disaster have not only impeded the development of the country, but are likely to reinforce each other and therefore exacerbate the entrenchment of poverty.

Regarding natural disaster, as indicated above, PNG is prone to many hazards including earthquakes, volcanic eruptions, cyclones, river and coastal flooding. In addition, large parts of the country are extremely isolated. The Capital City is not connected by road to most of the country, and the range of communication, including radio is extremely limited. This adds to the already high level of the inhabitants' vulnerability, caused by poverty, inequalities and exclusion to socio-economic services.

Although a National Disaster Management Plan has been in place since 1987, it is considered outdated and not relevant to contemporary best practices. At the same time, disaster risk reduction is not explicitly identified in the MTDS and there are no coordinated disaster risk initiatives in the current government sectoral strategies. All these factors pose great challenges in dealing with disaster risk management.

As far as conflict is concerned, PNG’s low level civil conflict expresses itself through tribal fighting, small arms and light weapon proliferation, criminal activity and high levels of domestic violence. In Bougainville, following the 2001 Peace Agreement, fragmented society and the presence of small arms challenge overall security and pose a threat of destabilization in the lead-up to the referendum on Bougainville’s future, to be held between 2015 and 2020.

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OCHA and UNDP co-chair one TT that comprises the two outcome areas of disaster management and crisis prevention. On behalf of the TT, OCHA is tasked with the coordination of humanitarian affairs in preparation and response to natural disasters and conflicts, while UNDP is coordinating preventative work in the form of disaster risk reduction and conflict prevention. Therefore the inter-linkage between the two outcome areas is self-evident. The main government partner for the outcome on disaster risk management is the National Disaster Centre (NDC). In a time of disaster, the NDC has the responsibility to coordinate with other government agencies and development partners to respond. During 2009 the UN has prioritized supporting the Government’s disaster preparedness and management capacities at national and provincial levels. Some notable results for DRM are:

- Strengthening of a Government/UN Disaster Management team mechanism which comprises all relevant agencies (government, development partners and NGOs) working on disaster management, which is chaired by the RC, with OCHA as the secretary.
- A United Nations Disaster Assessment and Coordination (UNDAC) disaster response preparedness mission was undertaken in May 2009 which provided crucial information for future programming purposes
- Technical assistance is being provided by a resident UN adviser in support of NDC’s own capacity development needs
- Capacity development of NDC, provincial and district-level staff through in-country training and training abroad on disaster assessments, risk reduction planning and management
- The disaster risk reduction intervention has a strong gender focus through the inputs of a gender adviser

The crisis prevention programme is in its infancy but has opened up a presence for the UN in the volatile Highlands area and contributing to ongoing peace building activities in Bougainville. Tangible results achieved by 2010 include:

- UN advocacy and technical support provided for the establishment of the Inter-Departmental Committee on Small Arms Control, to be endorsed in October 2010;
- UN advocacy and technical support offered to GoPNG on Armed Violence Reduction leading to recommendations on small arms reduction and crime data analysis carried out by the Department of the Prime Minister;
- UN advocacy and technical assistance in peace-building and arms reduction has led to the set-up of the Peace Division and Peace Ministry in the Autonomous Region of Bougainville.
- UN support to the development of a weapons disposal policy which was recently endorsed by the Bougainville Executive Council and on the basis of which the Autonomous Bougainville Government is leading the design of a road map for weapons disposal;
UN support provided the space for dialogue between different groups involved in the civil war and led to many successful reconciliation processes at the local level (‘peace fairs’);

UN support to local level capacity development in the area of conflict resolution and related areas such as women empowerment, human rights and HIV/AIDS.

The Review Team concludes that, given its cross-cultural nature this joint outcome area fits in very well with the TT approach because it enables better coordination and synergies e.g. on gender-related issues. The UN’s neutrality enables it to take on a coordinating and facilitating role of the UN and to respond quickly and this role is well appreciated especially during a disaster. Similarly, because of its neutrality, the UN has a crucial role to play in peace-keeping and crisis prevention. The working relationship between the TT co-chairs and their main government partners is very good at the implementation level. The NDC in particular appreciates the international technical support it gets and exposure to best practices, noting that the UN advisers “listen to their needs” and respond accordingly. However, the NDC has a challenge in its coordination role with other line ministries.

Regarding internal processes, it was noted that it would be beneficial for all agencies if there was one set of standardised operations. Secondly, a stronger link needs to be made with the UN Communications Committee on disaster and crisis-related events and issues.

3.2.2 Foundations for Human Development

PNG faces severe problems of physical access, making it difficult and very costly to deliver services, and difficult and costly for the population to access the services that are available. Provinces have a high degree of autonomy, making it hard for central government to ensure that provincial governments allocate sufficient funding for social services, and that they implement national social sector policies. In a country of extreme linguistic and ethnic diversity, policy reforms have to take account of the intense pressures on politicians and officials to promote the interests of their own clan or language group (‘wantok.’) The problems are exemplified by very unequal sharing of mineral extraction revenues between provinces.

a) Health

The 2006 Demographic and Health Survey (DHS) recorded an under-5 mortality rate (U-5MR) of 64, down from 100 in the 1996 survey, much higher than Solomon Islands and Vanuatu, where the U-5MR is below 40. Many of the most common causes—acute respiratory infection, bacterial meningitis, malnutrition and prenatal—are preventable. The improvement in infant and child mortality does not seem to be attributable to improvements in rural health service delivery. Although access and utilisation of health services compare favourably with other low income countries, none of the health sector indicators in the Annual Health Sector Review (AHSR) show any trend improvement since 2002. Immunisation coverage rates remain well below the levels required to prevent a resurgence of epidemic transmission of vaccine preventable disease.
The 2006 DHS reported a high maternal mortality rate (MMR) of 733 per 100,000 births, comparable to many African countries and far higher than the regional average. Although the methodology of the DHS makes this estimate difficult to interpret, the low frequency of antenatal care (60 per cent of pregnant women) and supervised delivery (37 per cent of births) and the challenges of distance, isolation, lack of transportation and an extreme shortage of skilled birth attendants highlight the hazards of childbirth in PNG. Other areas of concern include a generalised HIV epidemic (estimated prevalence is 1.6 per cent among 15–49 year olds), with risk among women exacerbated by gender-based violence. There is a high reported incidence of tuberculosis, while almost 10 per cent of admissions to health facilities are recorded as due to ‘severe or treatment failure malaria’. Frequent and extended stockouts of essential drugs and supplies are reported by every category of health facility. Access to antiretroviral therapy and distribution of long-life insecticide treated bed nets (LLINs) are improving quickly in some provinces, but use alternative supply systems.

The UN in PNG faces a daunting task of assisting GoPNG to deal with the above challenges in the health sector, a task that falls on the Health Task Team. The TT is headed by WHO and its members include WHO, UNICEF, UNFPA and UNAIDS. It has been guided by and contributed to the implementation of the National Health Plan for 2001-2010 (NHP) which targeted to achieve MDGs 4 and 5. Its programming priorities have been driven by PNG’s poor health indicators, especially in regard to maternal and child mortality and health. Health delivery services especially in remote rural areas are similarly very limited and even non-existent.

There is a SWAP—the Health Sector Improvement Programme (HSIP), but has been suffering from limited capacity to manage and disperse funding. A review of the PNG Health SWAP has recently been conducted and proposes a significant change in channelling of funds using normal government mechanisms and a new governance structure of the health sector SWAP. This may have a major impact on how the government and the development partners in the future are working and collaborating within the sector. As in the education sector, the intention is that this SWAP will act as the framework for the planning, coordination, fund channelling, implementation and reporting of all development assistance to the sector.

Since WHO, as the TT chair for Health, is located in the same building as the Department of Health, this enables closer interaction on the One Programme, a distinct advantage in the PNG context. Since the advent of the One Programme and the TTs, there have been some noteworthy examples of joint UN teamwork over the past two years.

Firstly, at the policy level, the UN (WHO, UNICEF, UNFPA) jointly supported the development of the new National Health Plan for 2011-2020 which will be officially launched in August this year.

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21 According to the 2006 Demographic Health Survey PNG has one of the highest neonatal, infant and child mortality rates in the Asia-Pacific region; and maternal mortality stand at 733 per 100,000 births, second highest in the Asia-Pacific region.
As a result of their joint advocacy efforts, the first two “key results” in this document refer first, to child survival and second, to maternal mortality. This reflects PNG’s commitment to improve on these indicators and also meet international goals. These agencies also participate actively in a Ministerial Task Force on Maternal Health where they have a common stand on critical issues in the health sector. At the programme implementation level, there has been an impressive array of joint UN activities reflecting the individual agency mandates and expertise. For example, a joint Department of Health/WHO/UNICEF study on “Improving Immunization Delivery at the Aid Post Level” and a joint WHO/UNICEF training on “Infant and Young Child Feeding” have been conducted. WHO and UNICEF jointly advocated for several months for an amendment to the existing policy on “Exclusive Breastfeeding”. As a result this policy was amended to increase the exclusive breast-feeding period from 4 to 6 months, in line with international standards.

Through the joint advocacy efforts of WHO/UNICEF/UNFPA and the Obstetrics and Gynaecology Society, the Department of Health has endorsed the use of the drug, “misoprotol” to prevent excessive haemorrhaging during delivery, which is major cause of maternal mortality. In addition, yet still within the AWP priorities, the individual UN agencies have implemented activities related to their specific mandates e.g. UNICEF’s immunization and water and sanitation programmes, WHO’s particular role is assisting PNG with health emergencies e.g. the recent cholera outbreak. This “division of labour” among the UN agencies, according to mandates and expertise is well understood and appreciated by both government and other development partners. They note that the UN has a consensus opinion and approach about the root causes of a particular health-related development problem but that this problem may be tackled from different aspects, representing the mandates and expertise of each UN agency. The Ministry has stressed that technical assistance needs to be provided in areas where the Ministry does not have the necessary expertise or where there is a short-fall of that expertise, in response to sector needs and priorities.

Despite increasing joint UN collaboration, the perception of one senior ministry official is that he does not see the “One UN face” at ministry level, that there is not always a “level playing field” between the Ministry and the UN and that the UN is using parallel implementation systems.

The role and results impact of the UN system in the sector needs to be seen in light of the high level of funding from GoPNG and other development partners, particularly AUSAID, EU, NZAID and JICA. Government spending represents 83 per cent of total health expenditure, unusually high by international standards, though informal user fees are not captured. About half of rural health services are delivered by provincial governments and half by the churches, but the churches derive most of their funding from Government. Although Government made reasonable efforts to increase its own funding for the sector, a combination of sluggish economic growth and disappointing aid flows meant there was no increase in real per capita health spending between 2001 and 2006.
Australia is the main donor to the sector. In the late 1990s, Australia had 19 separate activities in the health sector, some with multiple components. Government was concerned about high transactions costs and asked AusAID to support moves away from projects towards a sector wide approach (SWAP). AusAID responded by providing TA for putting together a sector plan and medium-term budget, beginning to consolidate the number of activities, and developing a pooled funding mechanism—the Health Sector Improvement Programme (HSIP) Trust Account—for financing the sector plan. Total Australian aid to the health sector has fallen since 2002, and is dominated by TA and capital expenditure managed by Australian contractors. The above notwithstanding, AUSAID channels a substantial amount of funding to the health sector, covering operational costs of health facilities, training of health workers, supply of drugs and medical supplies and strengthening health administrations at national, provincial and local levels.

The UN’s facilitating and coordination role and technical advisory role are well appreciated within the Ministry’s joint planning mechanisms e.g. the SWAP. Therefore with its relatively small funding (about 3 million USD annually), the joint UN approach has a clear benefit.\(^{22}\) WHO, UNFPA and UNICEF are also working actively with the other development partners through the development partner’s health group. This collaboration has expanded, including funding joint missions, and offers a good example of strong sector collaboration among the development partners.

However, after examination of the AWPs\(^{23}\) which reflect the UN presence at the programme implementation level, the review team considers that there are too many individual activities being implemented with insufficient synergies among the different UN agencies and other development partners. For example, given that AUSAID is upgrading many health facilities, it would not make sense for the UN to also target its activities to those same facilities. Similarly, provincial focus of UN-supported interventions would improve the overall impact and visibility of the UN as a whole.

Important parts of health sector activities carried out by WHO, such as communicable diseases including TB, malaria and health system development, are not yet been included in the joint UN AWP. There is a potential for substantial increased UN collaboration in these areas, in particular as service delivery and health financing at the sub-national level remain key issues in addressing maternal and child health. WHO has done substantial work in many of these areas and this needs to be better articulated under the DaO.

\(^{22}\) The RT was informed that the joint UN funding to the Health component understated the UN contribution to the sector, as WHO alone contributed about $6million annually.

\(^{23}\) Based on a desk review of the AWPs and results frameworks.
b) Child Protection

Vision 2050 and the MTDS 2005-2010 place children under “vulnerable groups” and the former refers to the development of a social care and protection system. The child protection programme aims at supporting the Government in developing such a child protection system that protects children from violence, abuse and exploitation and at the same time empowers them. The purpose of a taking up child protection as part of a UN outcome area is to ensure a cross-sector systems approach rather than a “piecemeal” approach.

The Study on Orphans and Vulnerable Children in 2005 (UNICEF) examined the situation of children, youth and women in Papua New Guinea and highlighted areas that need addressing in order to meet their basic human rights. For example, the study showed that 68 per cent of women live in violent homes; however this is as high as 90 per cent in some communities in the highlands provinces. Many girls in Papua New Guinea are at risk of commercial sexual exploitation, and one-third of all sex workers are under the age of 20. Eighty per cent of the population is yet to have their births registered, and 22 per cent of children reside away from their biological parents. Seventy five per cent of children who come in conflict with the law experience police abuse. The low absorption of school leavers into the formal employment sector and chronic unemployment for young people underline the challenges of creating economic opportunities for the increasing numbers coming onto the labour market, and for those already out of work. This has contributed to a serious deterioration in law and order and has created a negative human rights situation, with increased incidence of violence and with particular impact on women and girls. This situation has contributed to a worsening environment for national and international investment with disproportionately high costs for security protection.

The TT on child protection is led by UNICEF and its members are: UNDP, UNIFEM, UNHR and OCHA. (UNHCR is unfortunately not present although it has a clear mandate on child protection, the reason being lack of staff). The main implementing partners are the Department of Community Development, Justice and the Attorney-General’s Office and the Family Sexual Violence Action Committee (a CSO with a strong network). The two programme priorities are 1) to support the establishment of a social protection system for children and 2) strengthen community-level access to justice through village courts.

The TT creates a forum among UN agencies to discuss how they view the development of a child protection and care system in PNG and allows for “cross-fertilisation” with other TTs. The most notable activity has been the UN’s technical support to the revision of the Lukautim Pikinini Act which provides the legal framework for child protection and care accompanied by extensive sensitisation on the legislation. A second activity has cantered around “fight fees” which women have to pay to be treated in a hospital as a result of violence in the home. The UN (UNICEF and UNDP) also facilitated consultations regarding the feasibility for the introduction of a child-sensitive social protection approach, which contributed to the Government’s move to establish a Task Force on Social Protection. Another important component of the programme is that the UN provides technical support to strengthen
government efforts to improve the juvenile justice system to fall into line with international standards. Another example of joint UN collaboration was to support the issuance of a PNG guidance note on “Justice for Children” as a follow-up to a message from the UN Secretary General.

As a result of largely UNICEF advocacy and support, one noteworthy result has been the passing of the revised Lukautim Pikinini Act at the end of 2009. Another one has been the issuance of 3 internal circulars by the Secretary Ministry of Health stating the following:

i. All hospitals should establish a Family Support Centre (FSC-originally piloted by UNICEF; there are 5 currently operational) and engage at least 1 social worker.
ii. Costs of treatment of women and children affected by household violence are to be abolished i.e. free treatment for affected women and children.
iii. All hospitals need to embed FSC budgets into their own budgets to ensure sustainability.

The UN in PNG has clearly decided that child protection is an important priority. The TT seems to be intervening at appropriate levels i.e. legal framework, advocacy and sensitization at the planning level, combined with community-based interventions. Although the MTR team recognizes the importance of advocating a systems approach to child protection, the reality is that funding and technical advisory support to this outcome area comes largely from UNICEF. Therefore it raises the question whether this is indeed a real “programme”. In view of this, the TT needs to further examine the potential for tangible support from other TT members, other development partners and even from other TTs or eventually merging into another outcome area.

Regarding internal processes, the DaO has created an overload of meetings and agencies have limited resources (financial and staff) to participate effectively in these (refer to point about UNHCR above). There are also capacity challenges for both the UN and the Government in all aspects of programme implementation, monitoring and reporting. Although the engagement of the implementing partners is strong, engagement and decision-making about children protection-related matters at national level is less evident. Another challenge (as implied above) is how to secure UN agencies’ interest and tangible support to a systems approach to child protection. All these aspects raise the critical issue of sustainability of the DaO process, not just for PNG, but worldwide.

c) Education

Under its current 10-year National Education Plan (NEP) for 2005-2014 the Government has identified it national goals and targets, which are also aligned in content to MDG goals 2 and 3. Under this, a Universal Basic Education Plan (UBEP) for 2010-2019 has been approved and which has 5 main pillars: access, retention, quality, equity and management. In 2008 a National Task Force was established to monitor and coordinate the UEBP and the UN (represented by
UNICEF) sits on this task force. The TT has formulated the AWPs based on these priority aspects of basic education.

Since 2009, a SWAP for the education sector is being implemented - the Education Sector Improvement Plan (ESIP) - which brings together Government and major development partners (AUSAID, NZAID, EU, JICA, World Bank, and the UN) and NGOs/CSOs to the sector. The ESIP Steering Committee is chaired by the Secretary for Education and meets four times a year. Under the ESIP four Technical Working Groups (TWGs), involving different government departments, development partners and interest groups have been set up. These TWGs are studying the following aspects: institutional framework, performance assessment framework, financial management and procurement, and annual operational and financial planning. It is being proposed to add a fifth TWG on capacity development which the UN has been invited to co-chair. The TWGs are co-shared by government and development partner representatives and UNICEF co-chairs the TWG on performance assessment.

One final coordination mechanism is the Development Partners Coordination Committee (DPAC) which is chaired by the UN/UNICEF; this group is now looking to increase the involvement and ownership of the Government by making them a co-chair. The role of the UN needs to be examined in light of the high level of resources channelled to this sector especially by AUSAID. Anticipated funding in 2010 is estimated at 95m A$ (=80 million USD) and in 2011 at 125m A$\textsuperscript{24} (105 million USD). This represents about 65% of the development budget for education.

The TT for this outcome is chaired by UNICEF with UNESCO as the only other member. The current priorities for this outcome have been selected from the 5 pillars that are contained in the Universal Basic Education Plan for 2010-2019 as follows.

1. Policy development and capacity development (UNICEF)
2. Adult literacy and youth education (UNESCO)
3. Community-level intervention through child-friendly schools (UNICEF)

Since this outcome area and the coordination mechanisms mentioned above are largely supported by UNICEF (on behalf of the UN/TT), it is UNICEF’s “face” that is known and not that of the One UN. However, this does not appear to cause a problem because both the Government and development partners understand that technical and capacity development activities in a particular sector/theme are provided through the UN agency that has the most relevant expertise and international knowledge in this sector. Secondly, as a result of the DaO there is no longer duplication of activities, nor of “double dipping”. The UN has provided technical support, through UNICEF, to the formulation of the UBEP and it has constantly advocated for universal basic education and the increased participation of the girl-child in

\textsuperscript{24} Partnership for Development Agreement, Outcome 2: Education, Final Document, June 2009
education through a variety of activities. It is also supporting the formulation of an UBE Communications Strategy.

The UN’s contribution is clearly seen and appreciated at the policy-making, planning and coordination levels. The ESIP has been singled out as a good example of a SWAP where the UN is playing a critical role in providing good quality technical advice and coordination support; additionally the UN’s neutrality as a facilitator and its advocacy for “inclusiveness” i.e. ensuring the participation of non-government groups such as churches and provincial governments, are well appreciated.

However, because UNICEF provides the largest support (in funding terms and spread of activities) both ministry and development partner representatives generally do not experience a “One UN Face”. Again this is not seen as a problem. At the sub-national levels the UN’s programme appears less focused, including geographically.\(^{25}\) For example, UNICEF focuses in 5 provinces in this outcome area and UNESCO could focus its literacy interventions in the same provinces; this approach also applies to other UN agencies working on education-related matters.

In terms of interventions there appear to be many “lower-level” types of activities such as one-off events and individual trainings. Some activities have the element of “piloting” e.g. Family Support Centres; here the question is what efforts are being made to scale them up into a wider government programme? There are activities that would also benefit from interaction with other TTs e.g. UNESCO’s support to a literacy campaign could have benefited from advice/support from the UN Communications Committee (UNCC), education emergency plans that are being developed should be coordinated with the TT on disaster management and crisis prevention. Finally, although it is stated that the 5-YSP will seek partnerships with other donors, concrete actions towards this are not evident in the AWP (beyond the regular DPAC meetings); in this sector (as in the health sector), this is particularly crucial given the large donor resources that are allocated to this sector that may somewhat deflect Government’s attention from the UN-supported programme. Despite the UN’s strong advocacy efforts for UBE, PNG is still performing very poorly on MDG 2 and Education for All (EFA) goals and will not reach the targets by 2015. However, there are signs that participation in basic education is increasing, albeit slowly\(^{26}\). For example the Gross Admissions Rate (GAR) has increased from about 86% in 2005 to 92%\(^ {27}\) in 2007. The increased commitment of the Government is also seen in the Minister of Education’s recent abolition of school fees for grades 1-2 and plans to roll this out over time into the higher grades and in the early release of school subsidies.

Clearly, one cannot attribute these results solely to the UN but the Review Team can draw the conclusion that the presence and strong advocacy efforts of the UN in this sector is keeping the MDG goals of universal primary education and gender equality high on the Government’s

\(^{25}\) Based on a desk review of the AWPs and results frameworks.

\(^{26}\) For example the Gross Admissions Rate (GAR) has increased from about 86% in 2005 to 92%\(^ {26}\) in 2007.

\(^{27}\) Source: Annual Progress Report 2009
priority list. Secondly, the UN is a relevant source of technical advice and international best practices. Thirdly, the UN’s neutrality is well appreciated and is reflected in the many important coordination groups that it chairs. In terms of development challenges, there is still a great deal of work for the TT to do in continuing to advocate and raise awareness on the MDG goals. Particular efforts need to be made jointly by the UN to redress the gender imbalance in education and on ensuring that both boys and girls stay in the education system.

In terms of internal UN challenges, one major challenge is how to effectively bring in the role of non-resident UN agencies into the AWP planning, coordination, implementation and monitoring processes, in this case UNESCO. In addition, UNESCO has a very different programme planning cycle (based on 2 years) which does not lend itself easily to the AWP cycle. A second challenge is finding an effective and efficient mechanism for exchanging information with UN agencies that are not in this outcome area but working in a related one e.g. with UNFPA which is working on population curriculum development. This is an issue of knowledge management which does not generally does not exist among the TTs. Another challenge is the multitude of meetings that UN staff has to attend, noting that many staff members participate in more than one TT. This results not only in overload but also in meetings that are not able to focus on substantive matters.

### 3.2.3 Sustainable Livelihoods and Population

**a) Sustainable Livelihoods**

This TT consists of UNDP and UNICEF, although the outcome area consists of UNDP and UNFPA with i) UNDP focusing on environmental and sustainable livelihood issues and ii) UNFPA focusing on population issues.

Under the environmental management and sustainable livelihoods outcome area, the following priorities were identified in line with Medium Term Development Strategy (2005-2010): capacity development for environmental management at national level, climate change policy development and coordination and awareness-raising of rural communities on environmental issues and options for sustainable livelihoods. The 3 government partners are the Department of Environment and Conservation (DEC), the Office of Climate Change and Development (OCCD-formerly known as the Office of Climate Change and Environment Sustainability) and the Tourist Promotion Authority (TPA).

Under this outcome several project activities have been supported by UNDP, the Global Environment Facility (GEF), the Small-Grants Programme (SGP) and the UN collaborative programme to Reduce Emissions from Deforestation and Forest Degradation (UN-REDD). These activities firstly are strengthening the Government’s capacities and capabilities in environmental mainstreaming, management and sustainability. This is being done by building national and local capacities, enhancing knowledge in critical areas and raising awareness on several aspects of environmental sustainability, climate change and sustainable livelihoods. These in turn provide critical support to the Government in meeting its international commitments on environment, biodiversity and climate change.
Some noteworthy examples are the support given for PNG’s Climate Change Position Paper for the Copenhagen Conference that was held in December 2009; the design of PNG’s draft Environmentally Sustainable Economic Growth (ESEG) Policy which is expected to be endorsed in 2010; support to the TWGs in the areas of REDD, low carbon growth and climate change adaptation; the review of MDG 7 indicators to strengthen the Government’s capacity to report on its international environmental obligations; finally, workshops and training have been held to strengthen the partner agencies’ capacities in environmental mainstreaming and on climate change-related issues which are new to PNG.

The environment and sustainable livelihoods outcome area is still in its early stages of development; there is good progress being made in the outputs related to capacity building of the DEC and the OCCD but delays are being experienced in the output related to sustainable income opportunities for rural communities. Nevertheless, as a result of the above activities, the awareness and knowledge of partner agencies have been raised substantially on many new and complex environmental frameworks, supporting tools and mechanisms and on PNG’s international obligations i.e. through institutional capacity building and transfer of know-how. As a result of the above review of MDG 7, the DEC has identified gaps and constraints in its environmental programme which are expected to be addressed in the upcoming Medium-Term Development Plan.

b) Population
The TT for population is led by UNFPA which is also the only member. The work of the TT has been guided by the National Population Policy for 2000-2010 (NPP), which is currently being revised for 2010-2020. PNG’s current annual population growth rate is 2.3%\textsuperscript{28} which is much higher than many of PNG’s Pacific neighbours. On the positive side, the Government’s population policy is all-inclusive in that it incorporates all forms of modern family planning methods.

With its limited funds UNFPA appropriately focuses its support at the political, planning and policy levels and the data that is needed for population planning. Under this outcome area, the main activities are: the provision of technical assistance to DNPM for the revision of the NPP; support to the National Population Council and to the establishment of a Parliamentary Committee on Population, Sexual and Reproductive Health and MDGs; seminars and communications media training have been held for these groups on population issues. Support has also been given to the National Research Institute to carry out population-related studies and technical advisory services and equipment are being given to the National Statistics Office for the 2010 Population Census (now postponed to 2011). Finally, UNFPA (in partnership/coordination with UNICEF) has supported the Department of Education in developing a school curriculum on “family life education”. The curriculum on family life education integrates related aspects such as sexual health and environment and has proven to be very successful. In addition, significant awareness has been raised on population issues

\textsuperscript{28} Source: National Census 2000, National Statistics Office, PNG
among national planners and policy-makers and importantly among parliamentarians (3-4 of these are very active in the above-mentioned Committee).

Since both outcome areas are supported by only two UN agencies (UNDP and UNFPA), very little has changed with the onset of the One Programme. Interaction between the environment TT and other TTs has been limited to the PCC discussions, which are not always very substantive nor go into details. Additionally, some TT members seem to maintain their “agency hats” when they attend these meetings. Collaboration between DEC and other line ministries is weak and it is a major challenge for DEC to implement mainstreaming activities into other ministries’ work e.g. they have been invited to training workshops but do not attend.

Given the many major developments in environment and sustainable development and resulting country-level demands, UNDP’s in-house technical expertise in the environment sector is relatively limited. Regarding the population outcome, a major challenge is that population does not appear to be a high priority issue for the DNPM which experienced a down-sizing of the population unit from 3-4 persons to 1. Secondly, population issues are cross-sectoral and require coordination and joint planning among several government agencies and this is also a challenge in PNG.

With regard to the environment and sustainable livelihoods outcome area, the MTR team considers that the support to the DEC is very focused with capacity development for policy-making, programming and mainstreaming as the cross—cutting intervention. However, the MTR team considers that given the level of available resources and the involvement of other development partners e.g. NZAID, the UN maintains its focus on environmental mainstreaming and climate change programmatic subject areas which are reflected in projects on environmental sustainability, climate change, land management, eco-tourism mainstreaming, sustainable income generation opportunities for rural communities, and non-timber forest products. This outcome area should continue to focus on upstream work related to building national/government capacity to improve the implementation of various new international protocols and agreements and on mainstreaming environmental considerations into national and sub-national planning processes.

As in so many other developing countries, the greatest challenge for environment is the difficulty of the national partner that is responsible for environmental issues—the DEC in PNG’s case- to stimulate and obtain the involvement of other government agencies to consider environmental impacts in their own policies and programmes. Noting that there has not been much progress in the mainstreaming of environmental considerations, the MTR team recommends the TT to reconsider its strategy vis a vis the DEC. Three options to consider are: the feasibility of raising the administrative level of the DEC to a supra-national level e.g. under the Prime Minister’s office; how to strengthen the link between DEC and DNPM as PNG’s main planning body; strengthen DEC’s “outreach” capacities by organizing workshops on environmental mainstreaming in the client ministries and by involving staff/experts from these ministries in the actual training design and implementation.
More efforts need to be made to bring relevant UN specialised agencies, particularly FAO, into the environment TT, especially as FAO and UNEP are the main collaborative partners in the UN-REDD initiative. FAO is also actively developing a strategy linking sustainable agriculture to climate change issues. Given its limited resources, the UN/UNFPA seems to be focusing on the appropriate interventions i.e. capacity building, technical advice, sensitisation and knowledge building at the planning, policy-making and political levels. This could be considered a “model approach” for other TTs with limited resources. However, the UNCT needs to re-consider whether this is a “programme” and if not, whether it can be fitted into another outcome area or considered as a cross-cutting thematic area.

3.2.4 Gender

The gender task team (GTT) was set up in 2008 following the formulation of the One Programme and the current chairperson is UNFPA. Initially the GTT consisted of three agencies-UNDP, UNICEF and UNFPA- but as time progressed the team expanded to include UNHCR, UNIFEM, UNOHCHR, WHO and UNAIDS. Gender equality in PNG covers a very wide range of urgent issues from lack of access to income opportunities and basic social services, high incidences of household violence, lack of political participation and decision-making, traditional practices and socio-cultural behaviours that harm the position of women in society.

Given the wide gap in gender equality, the GTT made a strategic choice to concentrate on the many challenges facing women in PNG and within these, to focus on two priority areas in order to have a visible impact on gender equality. These were the lack of women’s participation in the political and decision-making arena and the widespread gender-based violence. Secondly, with the increasing membership in the GTT it was decided to select interventions based on the comparative advantages of the different UN agencies. It was also decided to have 2 co-chairs for the two programme components and a secretariat to assist the GTT in organising meetings, agendas and distributing information. Special mention needs to be made of the joint planning process through the UNCP, the 5-year strategic plan and the AWPs that have contributed to a more effective collaboration among several UN agencies. The GTT jointly decided to work on the following priority areas:

a) Women in Leadership

Fifteen years after the Beijing Conference, PNG (and many other developing countries) is far from achieving the 30% political participation rate for women that was agreed on. Currently there is only 1 female Parliamentarian out of a total of 109 Parliamentarians. PNG’s own Constitution, the CEDAW convention and the MDGs are the key instruments that provide the planning and prioritisation framework for the GTT’s work.

The first area of work has been on gender equality in political governance. Following consultations with the Minister for Community Development (the only female minister), the GTT initiated work on temporary special measures (TSM) in 2008 to increase women’s representation in the national Parliament. The GTT assisted the Department of Community
Development (DCD) to set up a technical working group on women in leadership consisting of government, UN, development partner AUSAID and the National Council for Women (NCW) a quasi CSO to provide technical advice and other support to the TSM. In 2009 the motion for 3 nominated seats did not pass through Parliament but the GTT did not give up its objective. Subsequently, two high-level meetings were held to showcase best TSM practices globally and expert advice was sought from many sources including UNIFEM’s and UNDP’s regional offices. The legislation for 22 new reserved seats for women in Parliament is currently to be debated and passed in this year’s July Parliamentary sessions.

In addition, the GTT has supported an extensive awareness raising and sensitisation process for different target groups on increasing women’s political participation e.g. awareness raising for electoral management bodies and community women’s groups on why it is so important to ensure gender balance in national decision-making bodies. The development and formulation of the legislation for 22 reserved seats for women is firstly a major result in itself (though the success indicator will be if it gets passed by Parliament). The process has raised awareness in many quarters- government, politicians, CSOs/NGOs, citizens groups, local communities- about the sensitive issue of gender balance in political decision-making. Many stakeholders consider that because of the UN’s neutrality, it is the best development partner to pursue such aims.

From the development perspective of gender equality in PNG, a major challenge is how to deal with culturally determined practices and behaviours that are harmful to women’s potential and are deeply entrenched in local communities. Gender and social constructs in communities are therefore inextricably inter-twined and any intervention has to address these social relations and the mind-sets of both men and women. A second challenge is the varying capacity levels of the implementing agencies at both national and local levels which impedes AWP progress.

In terms of the internal work processes of the GTT there have been some challenges that have affected collaboration. 1-2 UN agencies still “go their own way” in terms of project activities, even though they participate in the joint planning exercise. Secondly, some team members participate in several TTs and are therefore overloaded with work and meetings. Thirdly, some team members experience a “conflict of interest” between supporting the GTT’s work and their own agency work. Fourthly, when one team member is away for a long period action slows down or stops on a particular deliverable and this affects the AWP results. Some implementing partners have experienced delays in receiving funds for the planned deliverables.

b) Gender Based Violence

The Government and the GTT chose to work on this issue based on the above-mentioned fact that in PNG there is a very high incidence of violence against women and children, especially within the family. There are high incidences of rape and incest. The Family and Sexual Violence Action Committee (FSVAC) informed that a 2007/2008 survey by the National Research Institute stated that about 86% of Papua New Guinean women experience some form of sexual violence in their lifetime.
The GTT is working on three fronts to address the above issue. The first deliverable is the strengthening of the DCD in keeping their national and international commitments through the development of policies and legal instruments for gender equality. In this connection, the GTT has provided extensive advisory support to the preparation of the first national CEDAW report in 2009 and are training delegation members who will present it at the forthcoming CEDAW review meeting in New York in July. The GTT has also assisted civil society in the preparation of a “shadow report” on the status of women in PNG. In 2009 the GTT also supported DCD to draft a national gender policy 2010-2015 which will, among other things, address gender-based violence. In order to operationalise UN Security Council Resolutions 1325 and 1820, UNIFEM has supported a study on the nature and extent of sexual violence in areas of tribal conflict and in insecure urban areas.

The second deliverable seeks to strengthen the capacity of the law and justice sector in gender-based violence, in cooperation with FSVAC. A noteworthy joint UN deliverable involves the development and implementation of a comprehensive training programme (and supporting curriculum) for the PNG Police Constabulary where each UN agency included a module reflecting its own priority e.g. HIV/AIDS, sexual reproductive health, gender-based violence etc. The third deliverable is carried out from the perspective of the “rights holder” and aims to expand local communities’ access to protective mechanisms.

The review team concludes that the above summary of activities has clearly raised the level of awareness of all sectors of society about the extent the extent of gender-based violence in PNG and the rights of women to “fight back” against sexual and other forms of violence. A key policy document, such as the national CEDAW report, will explicitly highlight this problem. Political support has also been raised at high levels, reflected for example in the fact the PNG’s Deputy Prime Minister has been appointed as chairperson for the Asia Pacific Parliamentarians’ Standing Committee on prevention of gender-based violence against women and girls.

Despite the raised awareness and increased political support, gender-based violence continues to be a serious problem in PNG and could increase with the start-up of large new investment projects such as the Liquefied Natural Gas (LNG) project. What now needs to follow is the allocation of increased resources to the institutions, particularly the CSO/NGOs that address this issue in local communities. Secondly, capacities at both the national and local levels need to be increased to be able to give the appropriate and culturally sensitive level of support.

The RT team is of the view that an excellent situation analysis in the form of the 5-YSP which mapped out existing national and internal policies and covenants, the comparative advantages of the UN and based on these, selected 2 specific areas to work together on, laid the foundation for the success of this TT. A second critical factor was the high-level political involvement and support of the Minster of Community Development from the government side and the UN Resident Coordinator from the UN side. Thirdly, the two outcome areas have targeted their interventions mostly at the political, policy and planning levels combined with
across-the-board sensitization and awareness-raising from national to community levels. Given the large membership of the GTT, another factor was the secretariat function provided by one UN agency, in this case UNFPA, which allowed the team members to have substantive discussions. The strong, yet open and flexible, leadership from the chairperson is also an important factor in the generally smooth working of this large GTT.

One aspect that needs improvement regards the potential for partnerships with other development agencies, particularly AUSAID and NZAID that also support gender equality. This should not be limited to coordination and information exchange within the development partners group on gender but should lead to more substantive programme/project-level partnerships. Given that PNG’s decision-making machinery is overwhelmingly dominated by men, although some initial progress has been made to engage men in the activities of the GTT, this aspect needs to be further investigated at both national and local levels. In this respect, the GTT should strategise further on how to target, design and implement interventions that will raise gender equality awareness in men, especially male decision-makers and heads of households.

3.2.5 HIV and AIDS

There is one Task Team (TT) for the HIV and AIDS programme, generally know as the Joint UN team on AIDS. In the current result matrix under there are three intermediate outcomes under the HIV and AIDS prevention UNCP outcome and consecutively three AWPs. These are: HIV and AIDS Prevention; HIV and AIDS Treatment; and HIV and AIDS Management. The TT is led by UNAIDS and comprises UNAIDS, WHO, UNFPA, UNICEF, UNDP and UNIFEM. The TT has a big membership from various UN agencies. Most of the UN agencies work in more than one of the three intermediate outcome areas.

The HIV and AIDS TT and its programme has been identified as one of the two most successful in terms of DaO, the other being Gender. The key to its success is based on a number of attributes, including: strong leadership, good understanding of the issues by members, openness and transparency in terms of dialogue and implementation, and cordial working relationship between individual members.

The AWPs are developed by the UN and it’s implementing national partner agencies. The AWP like in the other four Outcome Areas are driven by the Government’s agenda and priorities. AWPs based on the Medium Term Development Strategy 2005-2010 and the National Strategic Plan for HIV and AIDS 2006 - 2010. The HIV and AIDS Outcome area is one of the best examples of how the DaO is working in PNG given its ability to draw together most of the UN agencies and the channelling of resources in a coordinated and effective manner. There are many examples of the joint outputs of member UN agencies and national partners, some of the most recent ones are the joint support from UN to a team of national partners from different stakeholders in successful preparation and submission of the PNG report on the monitoring of the indicators for the UN General Assembly Special Session on HIV and AIDS (UNGASS report),
the health sector report on achieving Universal Access targets (UA report) and development of the National HIV and AIDS Strategy for 2011 – 2015 (NHS).

The UN works with the specific Government implementing agencies through Memoranda of Agreements which it executes with these agencies. Specific UN agencies continue to implement their specific programs under the auspices of the AWPs. At the sectoral level, the UN RC is a member of the National Aids Council which is the governing body which has oversight over all HIV and AIDS programs in the country. This is an important intervention as the membership of the UN RC to the National Aids Council provides a pivotal link between the Government and the UN on matters relating to HIV and AIDS.

The results on the ground of the national response to HIV and AIDS and support from development partners are not according to expectations. However, there are positive results such as the spread of voluntary counselling and testing (VCT) centres throughout the country and surveillance and data collection. A number of areas that need to be improved include:

- Condom programming;
- Awareness on sexual behaviour;
- Quality of programs and activities which have been up-scaled;
- National HIV and AIDS programming;
- Data collection and assessment;
- Harsh laws relating to “most at risk people”;
- Weak political leadership (transforming political will into funding);

The image of a “joint UN” needs to be strengthened in the sector. There is still a strong perception in the sector that each UN agency is participating in the sector to pursue its own agenda. This creates confusion for the Government implementing agencies. Inter-linkages between the different UN agencies, their programmes and activities, need to be synchronized. Another challenge has to do with complying with the external reporting mechanisms of the UN and its agencies and at the same time complying with Government reporting procedures. This is particularly an issue with the National Aids Council Secretariat which is also required by law to report to the Parliament. There seems to be triple reporting in the sector – one to UN (DaO), one to specific agency (and to the donor), and another to the Government. Reporting mechanisms needs to be streamlined to cut down the transactions costs.

Getting all members of the TT to attend meetings is also quite a challenge. There may be need to introduce grand rules to ensure attendance at the meetings, particularly in relation to issues of accountability. As already observed above, the HIV and AIDS program is one of the best examples of DaO. It is good practice to assess this program and adopt some of the mechanisms the TT has developed to enable success.
3.3 Emerging and Strategic Issues affecting the Role and Operation of UN Programmes in PNG in the Medium and Long-Term.

The UN has focused its attention to delivering its services in Papua New Guinea through the UNCP and the series of action plans that it has devised under the auspices of the UNCP. The UNCP is based on the Government’s Medium Term Development Strategy 2005-2010. The UN is now mid-way through its five year UNCP.

A number of issues have emerged or will emerge in the short to medium term since the adoption of the UNCP which require the attention of the UN. Some of these are obvious such as the Papua New Guinea Vision 2050, the Development Strategic Plan 2010-2030 and the forthcoming Medium Term Development Plan. These documents are clearly cited in a number of the UN papers. Others are not too obvious. These include the LNG project, the 2012 National Elections and the reform of the provincial government system (decentralization versus autonomy). These issues are of course external to the UN, but will impact greatly on the existing programmes of the UN.

a) LNG Project

The PNG LNG Project is the biggest ever undertaking by the Government and people of Papua New Guinea. The project is expected to be operational by 2014, and the estimated cost for start-up is K6 billion, and is expected generate more than K30 billion, in revenue to the State, over its projected 30 years life span. The implementation of the (LNG) project will not only have an impact on the macroeconomic stability of the country, arising from increased pressures on public spending, but will also have multiple implications on other socio-economic issues, not to mention the impact it will have on environmental management, governance structures, and so on.

The LNG project will soak up large proportions of the Government’s scarce institutional capacity, thereby affecting the pace at which necessary/important reforms can be undertaken. The LNG Project will drastically alter the development landscape in PNG and have a huge impact on the economy and the people of the country. It is therefore imperative that the UN becomes involved in the project, even if only for dialogue. Now is the time for GoPNG, the UN, and other development partners, including the private sector, to start developing strategies for mitigating some of the expected negative aspects that are likely to arise from the implementation of the project.

The biggest challenge that will arise from the LNG project has to do with the management of the quantum of resources that are likely to be generated its implementation. The RT was informed that a recent longer term economic impact study revealed, for instance, that GDP will be doubled, while export earnings from gas and oil are expected to grow four-fold, thus leading to a major increase in Government revenue and royalty payments to landowners. The
construction phase only is expected to generate up to 7500 jobs\textsuperscript{29}, it is worth noting that income from extractive industries including gold, oil, gas and other strategic minerals, already contribute heavily to the revenue side of the Government budget. Revenues for 2008 were estimated to be around 6.1 billion Kina, while contributions from donors bring the overall revenues up to 7.2 billion Kina. Fiscal and monetary experts are already talking about the need to develop structural adjustment strategies for other sectors including the agriculture and forestry sectors to avoid the negative consequences of ‘Dutch disease’, as well as figuring out how the earnings will be invested in the country. The use of offshore trust accounts has been suggested as an option to address this. LNG therefore offers the UN in PNG, a number of opportunities to engage in other new areas or deepen its engagement in already existing areas which may become very critical for the development of PNG. Possible areas include:

- Governance;
- Environmental management and protection;
- Public resources management; and
- Crisis management and prevention.

The UN has a notable comparative advantage in the above areas particularly in terms of advocacy and best practices. Tools such as localised MDG Reports could be brought to bear in this case. In this regard, the UNCT could start with exploring for possible entry points. The RT recommends that first a “focal point” in the UN office is urgently appointed to keep track of the various developments which are moving rapidly. Secondly, the UNCT approach the Minister of National Planning and Monitoring specifying what kind of assistance it can offer to help offset some of the negative impacts of the project and help safeguard some of the gains that have been realised, for example in the areas of HIV/AIDS, Environmental Management and Crisis prevention.

b) 2012 Elections
In 2012 the country will go to the polls to elect new leaders to run the country for another five years. Elections in PNG are volatile and the results unpredictable. Although it is an internal matter for the Government and people of Papua New Guinea, it is essential that the UN begins dialogue with the Government to ascertain where it can provide assistance to the Government.

The participation of the UN in the 2012 Elections may fall under its Parliamentary Support Intermediate Outcome area or its equivalent or the Gender Outcome Area, given the push for the creation of 22 Reserved Seats for Women before the 2012 Elections.

c) Provincial Government Reform
The Government is currently looking at the possibility of reforming the provincial government system to accommodate the interests of a number of provinces which are calling for greater autonomy and also improving the governance structures at the provincial and local levels. The

\textsuperscript{29} See, PNG LNG Economic Impact Study, ACIL Tasman, Economic Policy Strategy, February 2008
UN is already involved in the Provincial Planning and Management Programme with the Department of Finance. However, it can redirect and redesign this programme to the Department of Provincial and Local Government Affairs with a view to assisting the Department with technical assistance in this area of reform.
CHAPTER 4  DELIVERING AS ONE: IMPLEMENTATION AND DEVELOPMENT RESULTS

4.0  Introduction

It must be stated at the outset that the decision by GoPNG and the UNCT to embark on the DaO on a “self starter” basis, was a very brave move, especially considering that it did not have the financial backing as was the case with the pilots. At the same time, it meant a new way of doing things, which was driven at the country level, raising the challenge of getting the necessary “buy in” from agencies, which were otherwise used to working on their own. However, as a “self starter”, PNG was in a much better position to experiment and be innovative. This is evident from the way the DaO pillars were selected and implemented.

The first thing to note is that, PNG chose to implement the DaO, supported by five strategic pillars, namely: the UN Country Programme, UN Budgetary Framework; UN Operations; UN House; and, UN Communications and Advocacy. These pillars provide a framework that embodies change management, results-based management, and joint resource mobilisation. Pillars that are prominent in other DaO models, such as One Voice and One Leadership have been toned down in the PNG model.

Secondly, the DaO process in PNG was based on a strong partnership between GoPNG and the UNCT, especially at the start of the process in 2006. As noted above, both parties, starting from their own perspectives, saw DaO as providing them with a means “to do things differently”. This may be attributed to a “home grown” tendency within GoPNG in approaching its development challenges. This is reflected in the tendency of PNG to localize or domesticate global approaches to development issues as was the case with the MDGs and the Paris Declaration on Aid Effectiveness. It goes without saying, that this approach does have an impact on programme and development results, as will be discussed below.

Thirdly, the preparation process of the UNCP in PNG took a markedly different approach to that taken in most pilot and “self starter countries. In many cases, the normal UNDAF approach, involving the Common Country Assessment (CCA) and an aggregation of individual agency outcome areas and work plans is collapsed into a UNCP, which can best be described as a “loose alliance” of the UN, driven mostly by the mandates of the various agencies, and often with many individual agency activities being pursued outside the “loose alliance”.

Fourthly, the UN Country Programme was the result of a broad consultative process involving not only the GoPNG and the UN System, but also civil society and faith–based organizations, NGOs, other multilateral organizations, bilateral and donor agencies.
In PNG, the UNCP was the product of priorities/outcome areas identified within the framework of national priorities, and in line with overall the UNCT comparative advantage, woven into a single UN Programme, with common outcome medium term and annual work plans, and agencies supporting the implementation, monitoring, and reporting on specific activities, in line with their mandates, within the common work plans.

4.1 One Programme (UN Country Programme)

Outline
The UNCT has designed a One Programme covers 95% of all UN programme interventions in PNG. UN agencies have pooled all 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 result. 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 government and partners. UNFPA chairs the UN Task Team on Gender (consisting of 7 member agencies) and is a member of the Health Task Team, HIV/AIDS Task Team (Prevention) and MDG Task Team.

Intended Results:
The One Programme has significantly reduced duplication and fragmentation of UN Programmes across the board, not in the least because it covers almost the full range of UN Programmes in PNG, and integrates planning, monitoring and evaluation, reporting and resource mobilization of UN agencies in PNG. Alignment with partners and national government has been facilitated due to the integrated strategy. Furthermore, the One Programme has contributed to the transparency and accountability of the UN System to host government and the donors. In addition, the single development report has contributed to a significant reduction of transaction costs for government and partners.

Assessment of results:
There was unanimous agreement from stakeholders interviewed, that the DaO has added value through the One UN Programme which has resulted in positive outcomes for PNG. It was observed by many Government officials, development partners, and civil society representatives that DaO has brought positive elements to the UN system by enabling the UN agencies to work more closely on agreed priority areas of work. This has strengthened coherence and unity of purpose. It has also allowed the UN to present itself to its partners and other stakeholders as “a joint UN” in many areas namely; Health, HIV/AIDS, Education. Gender, Disaster Management and Crisis Prevention and Decentralisation.

The TTs, e.g. gender and HIV/AIDS have made a difference in that the UNCPAP has brought together the UN agencies in joint situation analysis, joint planning and coordination. Members of the various TTs have found the UN Programme particularly beneficial in that it has provided
them with a forum for sharing information, getting advice, guidance and an overall perspective of the UN system’s support to specific outcome areas and beyond, thus facilitating synergies across outcome areas. The One UN Programme has also been instrumental in facilitating the mainstreaming of cross cutting issues such as human rights, capacity building, gender, HIV/AIDS into many programmes and sectors and sharing of resources towards common goals. Another positive aspect that was cited by both GoPNG and development partners is the “one leader” who, after consultations, can speak on behalf of multiple UN agencies. As such, the UNCP is seen as possessing the potential to provide a broad-based UN response to a particular development problem or issue.

On the UN side, the UN Programme is seen as fostering more integration and synergy among the different UN agencies’ activities and increased alignment with national development priorities. This has helped greatly in that it has created better coordination structures which have been particularly useful for some of the smaller agencies such as OCHA, UNHCR, UNAIDS, and other agencies in helping to build programme/professional relationships, both within and outside the UN system, and these have facilitated exchange and dissemination of information. More importantly, the UNCP allows two or more UN agencies to jointly implement an activity using a joint AWP. As an example of joint collaboration, WHO, UNICEF and UNFPA are now jointly funding and recruiting a maternal and child health adviser.

GoPNG representatives emphasized that the UN Programme had made their work much easier in that they now deal with only one UN programme document as opposed to the multiple documents they used to deal with before DaO was introduced, thereby make coordination much simpler. For example, they now have only one joint UN/GoPNG UNCP Steering Committee. The process of planning jointly and trying to reach consensus was also a positive spin-off. At the same time, they saw the One Programme as contributing to cost reductions as procedures were rationalised and simplified. As indicated earlier, the UNCP comprises just 5 Outcome areas and 16 Intermediate Outcome areas, involving the entire UN system as opposed to the many programmes each individual agency used to manage.

Development partners also found it easier and more cost effective to deal with the UN. UN agencies no longer individually approach development partners with multiple funding requests, often for similar or related interventions. The development partners consider the UN Programme as a positive initiative which shows the UN moving forward together and avoiding “double dipping” into resources. This reduces transaction costs for the Government and development partners. This leads to increased impact and value for money, and facilitating better alignment with other development partners’ interventions. At the same time UN agencies can still continue to focus on their areas of comparative advantage e.g. UNICEF advocating for mothers and children, and WHO working on health issues and so on.

The neutrality of the UN is seen as a positive factor by both GoPNG and development partners in helping to coordinate and facilitate consensus building among development partners, particularly in sensitive areas such as human rights and governance. CSOs and NGOs also
expressed similar sentiments towards the UNCP as those expressed by the development partners.

**Challenges:** A number of challenges were expressed by the various stakeholders with respect to the UNCP in PNG. Some UN agencies stated that although the UNCP was supposed to lower transaction costs, the opposite was often true in many cases. Examples include cost escalations associated with planning, implementation, monitoring and reporting. While the Government partners are supposed to perform most of these functions, they in fact fell on the TT members, largely due to capacity constrains in the various Government Departments and institutions.

The UNCP also calls for multiple reporting requirements to meet the reporting requirements of UN agencies, Government, development partners and agency headquarters, often with diverse reporting formats. Another challenge is staff workloads, most of which are generated from the DaO processes, including those indicated above. A good number of the TT members belonged to more than one TT. Cases of staff belonging to 3-4 TTs were very common, particularly among the smaller agencies dealing with cross cutting issues. It is generally perceived that the scope of the TTs is too broad and needs to be streamlined and rationalised, especially given the fact that Government partners do not participate in these TTs.

In some sectors there are technical working groups (TWGs), where government participates together with TT members in regular technical meetings. However, in some instances the “buy-in” from the Government tends to be less than optimal, thereby exacerbating the workload on the UN staff. Another challenge is that the UNCP was initially seen as an ExCOM agency activity and the non-ExCom agencies (e.g. WHO, UNHCR, FAO, UNESCO) felt “left out”. However, the situation has since improved and many of the non-ExCOM agencies are increasingly playing leading roles in the UNCP. For example WHO chairs the Health TT, while UNAIDS heads the HIV/AIDS TT.

Programme activities are still largely at the national level and relatively little is being implemented at sub-national and local levels. The next task of the UN should be how to address problems at sub-national levels, while at the same time maintaining its “upstream” focus. The UN is trying to focus its support on a small group of provinces, but reaching consensus on this is slow because some UN agencies have a history of working in particular provinces, often in partnership with another development partner. Sometimes there is disjointed implementation of activities, depending on the source of funding. Beneficiaries associate activities with the agency that funds them and not necessarily as a joint UN activity.
4.2 **UN Budgetary Framework**

Outline

The Budgetary Framework consists of the following elements:

- UN Country Fund,
- Joint Resource Mobilization Strategy,
- Resource mapping identifying available resources, required resources and the resource gap.

**UN Budgetary Framework:** The UN Budgetary framework developed by the UNCT currently manages 53% of all UN resources in PNG, through the **UN Country Fund**. The Fund manages resources coming from HQ (DaO window) all bilateral agreements in country in donors, private sector funds, and CSO and government funds. Allocations are heavily based on performance of the Task Teams. Furthermore, 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 the agency. The UNCT has mobilized close to 5 million USD (25% of total resources per year) in the last year jointly. The UN Country Fund (One Fund) currently channels 53% of the UN resources in PNG, and is expected to further increase as additional donors come on board. This brings the Fund close to a single mechanism for development. Donors receive once a year the Joint Annual Work Plans of the Task Teams and fund these work plans.

The interagency **UN Budgetary Committee (UNBC)** focuses on governance of the UN Budgetary Framework and acts as an advisory body to the UNCT. They have a 5 year results framework that outlines the anticipated results of the implementation of the UN Budgetary Framework. The main role is to prepare recommendations to the UNCT on a variety of tasks related to resource mobilization and fund management to facilitate UNCT decision making. More specifically the UNBC is responsible for:

- Recommendations for the allocations of un-earmarked resources mobilized through the UN Country Fund to facilitate UNCT decision-making process;

- Annual review of UN Budgetary Framework allocation criteria and governance mechanism to incorporate lesson learned and propose revisions of the UN Budgetary Framework where needed;

- Engagement with partners to facilitate operationalization of resource mobilization agreements that use the UN Budgetary Framework as management arrangement. This
includes the development of schedule of payments and the signing of the Standard Administrative Arrangement (SAA);

- Annual reporting to MDTF at the outcome level on allocations and utilization of UN Country Fund resources allocated for that year.

**Funding procedure:** Funds are channelled from the contributing development partner in PNG to a Multi-Donor Trust Fund in New York, set up under the DaO framework. Task Teams (not agencies), prepare requests for funds bi-annually based on the AWPs, thus reinforcing the role of the joint AWPs as central planning tools of the UN, reflecting national alignment, the quality of AWP performance, and UNCT identified priority areas. The UN Budgetary Committee scores and ranks the requests against allocation criteria. A Programme Steering committee co-chaired by the UNCT and GoPNG allocates funds to the TTs based on the identified criteria, and emphasising on performance on the AWPs. These funds are then transferred to individual agencies, based on their proposals. However, this results in delays in funds disbursement at the local level. Efforts are underway to minimize these delays.

**Reporting requirements:** The TTs report quarterly and annually to the UNCT on resource utilization and progress towards results as reflected in their AWPs. Government implementing partners have to report on activities undertaken and actual expenditures. Agencies still have to report on core resources to their respective headquarters (double reporting). However the M&E staff in RCO has made strong efforts to capture data and information requirements for both core and non-core programmes and therefore it is largely a “cut and paste” task. Of course, some donors require more information for their reports. Currently, the practice is that towards the end of the year the data and information is consolidated into the Annual Progress Report which has 4 sections: narrative, budgeted expenditures, actual expenditures and results. The reporting system is not entirely perfect as complete harmonization of the reporting system cannot be done at the country level as this is subject to Agency Headquarters approvals.

**Intended Results:**

The fact that donors receive the Joint Annual Work Plans of the UN once a year, in one batch has provided the basis for integration of resource mobilization efforts by the UN in country and significantly reduced transaction costs for our donor partners. It enhanced coordination and management of funds and improved the management information available to the UNCT and donors due to the reduction in fragmentation of the Resource Mobilization efforts. Since a large part of the resources comes through a single mechanism and support the Joint Annual Work Plans, resource allocation and utilization have become much more transparent and strategic in

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30 See RBM section on reporting.
nature. The Single Development report is accepted by the donors as the report modality, ensuring agencies don’t have to report to donors on a bilateral basis.

Assessment of results

It is an effective funding mechanism for the receipt of non-core resources. Currently it has received from the Expanded Window of the One UN Fund: 1.6 m USD in 2009 and 1.4.m$ in 2010. Additionally AusAID has just signed a standard agreement to channel 2.5mUSD in 2010. This is likely to be increased to 14mUSD in 2011. In this respect, AusAID will be funding nearly 60% of the UN’s annual programme of 21m USD. NZAID and EU have in principle expressed their willingness to support the UNCP through the One UN Fund mechanism; they are currently unable to do so due to their respective development financing rules and regulations. While most of the funding is currently earmarked, the earmarking is likely to be relaxed next year, providing flexibility for their use in several sectors and thematic areas under the UNCP outcome areas. Joint resources mobilisation (RM) is largely the responsibility of the Task Teams. The UNCT and RCO will assist in the RM. In 2010, the UN Country Fund managed 29 per cent of total resources, and this is expected to rise to 52 per cent in 2011. The expectation is to move towards a single financing framework for UN development support.

Positive Aspects of the One UN Fund include the following:

1. It is a mechanism that allows all donors to channel their funds through one mechanism and thereby reduce transaction costs (value added).
2. It allows the UN system to have a total costed picture of the UNCP and how it is progressing in resource terms.
3. It gives the smaller UN agencies more incentive in that their priorities are incorporated under the One UN programme.
4. Since it is performance-based it creates potential for agencies with smaller resource bases to access additional funding.

As the One Budgetary Framework has been recently introduced, Government stakeholders were unable to make any substantive comments on this matter. They also have limited understanding of how it works. Another factor is that funding to UNCP activities is still done by individual agencies, using their normal funding procedures, even when some of those funds are coming from the UN one fund. The Government stakeholders however, view it as a welcome development which will lead to reduced transaction costs as it would minimize the number of UN partners they would have to deal with.

4.3 UN Communication and Advocacy

Outline
**Joint Advocacy and Communication:** The UNCT has developed joint advocacy and communication strategies centering on common UN advocacy areas, shared by each agency. These are MDGs, Gender Based Violence and HIV/AIDS. The UN Communication Team consists of Communication Specialists of different agencies and has designed joint MDG campaigns and advocacy campaigns for GBV and HIV/AIDS. In addition, they advise pre-selected Task Teams on their advocacy and communication interventions (ex. HIV/AIDS prevention).

A UN Communications Committee (UNCC) was set up in 2008 to operationalise the communications element of the DaO. The UNCC comprises the UNRCO, UNICEF, UNFPA, WHO, Information Centre, UNDP and UNHR. OCHA provides advisory services as needed. The group has developed a 5-year Strategic Plan focusing the joint communication and advocacy efforts. The 5 year strategic plan is operationalised by Annual Work Plans, which forms the basis for their resource mobilization and accountability. The majority of the funding for the UNCC activities comes from the UN Country Fund.

The Joint Communication and Advocacy has three pillars, namely:

1. **External Communication,** dealing mostly with Delivering as One in the context of external stakeholders; UN advocacy on common advocacy issues (MDGs, HR, Gender, etc.), UN visibility, UN visibility/branding

2. **Internal Communication,** focusing on Delivering as One to internal stakeholders from the angle of communicating change and information sharing initiatives

3. **Support to Programme Task Teams:** the UNCT requests the Committee to work on the following priority areas: MDGs, Gender and HIV/AIDS. Within these themes, the UNCC selected interventions that focussed on awareness-raising and advocacy through a wide range of communications-related activities and on providing communications support and advice to the TTs. Some noteworthy examples of advocacy and awareness-raising activities are:

- Global MDG advocacy activities leading up to the Global Summit in September 2010
- Press releases and speeches on development and humanitarian issues and international days
- Radio drama on the MDGs
- Support to the 20-days Human Rights Activism campaign
- A website was launched in April 2010 ([www.un.org.pg](http://www.un.org.pg))
- Gender Buzz radio programme to promote gender equality messages
Some examples of the UNCC’s support to the overall DaO process are:

- First UNCC retreat earlier this year
- Communications’ advice to the gender and human rights TTs
- Bi-monthly internal newsletter for staff (Wan Wok)
- A perception survey on the DaO is being developed and will be implemented this year

Apart from activities outlined in the AWP, the UNCC also supports UN agencies’ communications activities and is looking to work more closely with other TTs.

**Intended Results:**

By pooling their resources, networks and expertise, the UN has been able to launch much larger advocacy campaigns by working together rather than as individual agencies. In particular the MDG advocacy campaigns have raised the profile and awareness of MDGs in country and got the topic of MDGs on the agenda of policy makers and the people through extensive media coverage and lobbying efforts of UNCT members.

**Assessment of results**
The concept of “One Voice and One Communications” is being well translated into the DaO process on issues and themes that are of joint concern to the UN system e.g. human rights, gender equality, MDGs and so forth. In this respect there is a general perception that the UN is “speaking as one voice”. At the same time, UN agencies pursue communications-related activities that are specific to their mandates and broadly support the work of the TTs which is seen as complementary.

At the start of the DaO the capacity of the UNCC was limited and as a result UNCC members were overloaded, especially the chair. The UNCC was therefore largely ‘reacting” to requests but over time, the team has been strengthened with new staff and has become more proactive. The team also noted that it benefits from the mixture of programme and communications specialists.

It has been noted that only four members of the UNCC are Communications Specialists as such other UNCC members need to be adequately trained in basic communication skills as well as being exposed to the DaO approach in order to further strengthen UNCC and the DaO process.

Funding support is still a challenge. In 2009 and 2010 they obtained some funds from the “UN Country Fund” but this is not a sustainable source and the UNCC plans to pursue other sources
of funding e.g. the private sector and funding from agencies. The private sector provided 900,000 USD in support of the UN MDG campaign which reinforces the fact that private sector funding is a viable option for UN resource mobilization.

### 4.4 UN Operations

**Outline**

**UN Operations:** The UNCT is exploring the options to create a single service center that will provide back-office services to all 3 Excel agencies in PNG. The single service center is to provide procurement, ICT, financial and Logistical support. In addition UN Operations has expanded significantly the Joint Procurement services for the UN System, negotiating large contracts as a UN, rather than as individual agencies.

The UN Operations has a five year results framework whose pillars include:

- Enhancing quality and reducing cost of existing Common Services,
- Developing additional Common Services, and
- Development of a joint UN Service Center.

The UNCT currently has six Common Services in place and is exploring opportunities for an additional six services. The UNCT envisions that the scope of Common Services will slowly expand over time. In the long term, the UNCT believes that efficiency will be further enhanced by the establishment of a joint UN Service Centre with the ultimate goal of accelerating the harmonisation and simplification of core business practices to support the implementation of the UNCP in an efficient and effective manner. The existing Common Services include ICT Support Services, Building Management & Maintenance, Security & Safety, Pouch/Registry, Administration and a Library Information Centre, Common Procurement (including travel services, office bulk goods, consumables, fuel), Common HR (including Staff Induction courses and common consultants database) and a UN Dispensary / UN Clinic. In the medium term UNOC will analyze the opportunities for Common Banking and Fleet Management.

The UNCT agreed on a phased (step-by-step) approach from a joint UN Service Centre to One UN Operations as its ultimate goal. At this experimental phase, the three resident Ex-Com agencies (UNFPA, UNDP and UNICEF) plan to abort their individual operations units and streamline their respective operations activities into the One UN Service Centre. It is envisaged that other UN agencies will eventually join in.

**Intended Results:**
The Joint Procurement alone has resulted in significant reduction of transaction and operating cost for the UN in PNG. As an example, joint procurement of Security equipment has saved the UN in the first year 118,000 USD due to lower prices obtained through joint negotiation. The One Office concept is expected to enhance quality of back office services at a lower cost than the current situation where each agency provides these services by themselves through reduction in duplication of processes and staff.

Assessment of results

Initial positive results are already being felt from bringing some tasks (Security, Reception and Maintenance) under one management. As mentioned, the UN Haus will facilitate the above and allows piloting of functional clustering concepts (e.g. co-location staff of different operational units, allowing for cross-agency learning and increased awareness of other agencies business practices). Over time, co-location may result in full integration of pre-selected operation support functions. In addition several common services simply require co-location to be effective, such as integrated fleet management. Three key activities supporting the development of the One UN Operations in the short term include:

1. Operations Cost Baseline Analysis, under the leadership of the UN Operations Advisor, and a team specially assigned to the following tasks:

   - Calculate the cost of the current situation, i.e. largely separate operations of the UN agencies active in Papua New Guinea (Administration, Procurement, Human resources, Procurement, Logistics, etc.).

   - Calculate the cost of fully integrated UN operations. For this complicated task, the team will calculate how much it would cost to the resident UN agencies if all operations would be subcontracted to UNOPS.

   - Prepares a One UN Operations strategy, outlining three scenarios:
     - Business as usual, or “integration without rocking the boat” (No HQ involvement is needed). Building on the currently common services model, managed by UNDP.
     - Full Ex-Com integration, based on the UNOPS model (HQ approval required)
     - Full resident Agency integration (With HQ involvement for this to be a meaningful exercise)
The findings will be discussed with the respective HQ and the UNCT will make a decision on what scenario can be followed for the implementation of the One UN Operations work.

2. Taking into account the results of the baseline analysis in step 1, development of a medium-term operations strategy and (controlled) expansion strategy for existing common services.

3. Operations need to be streamlined at the sub-national level and effective and efficient models of delivering programmes at this level are to be identified. One UN (project) offices will need to be established, based on what works in Bougainville and Eastern Highland Province.

The above notwithstanding, the UN is still seen to be operating as individual agencies. Up to the time of undertaking the MTR, the different UN agencies still had different operational guidelines and reporting systems. Reporting is still made by individual UN agencies. However, it was pointed out that streamlining and rationalizing the UN operational procedures would make the UNCP more user-friendly. Recent efforts at harmonising DSA rates paid to government participant to UN workshops are hailed as a step in the right direction.

The biggest challenge in this area is that progress at the country level will very much depend on progress made at the agencies headquarters levels, as many of the operational issues are headquarter driven.
4.5 The UN House

Outline

In 2006 as an integral part of the UN reform process, the UNCT in PNG was identified as a One Office pilot to establish a “UN House” in Port Moresby. The One UN Office concept represents a combination of a UN House that would co-locate the UN agencies at the country level, supported by integrated operational services that may include back-office support such as ICT, HR, Procurement and financial services. The One UN House in PNG will serve as impetus for further programmatic and operational integration of the UN System in PNG. Not only would it provide a unified presence of the UN system in the country but it would also allow further expansion of common services. The combination of ongoing reduction of transaction costs, and enhanced harmonization between the UN System and its development partners, makes this move a “win-win” situation.

Intended results

The goal of a UN House in PNG is to use an innovative approach towards the use of office space and organizational design to further support and enhance the impact of UN Programme delivery at the country level. To this end, the UNCT conducted a needs assessment to determine the space requirements for the UNCP, under one roof. A consultant was also hired to explore various options to generate a recommendations framework and costing for a Green UN Haus concept, incorporating environmentally-friendly and energy efficient considerations, using modern technologies and techniques to minimize the environmental impact while maximizing cost-effectiveness and building efficiency. At the same time, the recommended options would need to take on board an innovative organizational and functional design in support of UN operational and programmatic efficiency and effectiveness at country level, through the creative and thorough architectural programming. Target date for completion of this work was set for August 2010. The One House consultancy, which was undertaken under the guidance of the UNOC and the UN Coordination Office (ONCO), and in collaboration with the UNDG in New York and the Regional Support Center in Bangkok, overlapped with the MTR.

The RT was informed that, based on the emerging recommendations from the consultancy, the UNCT will be making a very strong case to UNDGO for the construction of a custom designed UN House in PNG. The main factors leading to this recommendation include:

- The very high cost of rentals in Port Moresby which are likely to sky rocket when the LNG project comes on stream;

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32 Estimates from the UN House consultancy indicate that current leasing by all agencies seeking to co-locate in the UN House range between 667 kina per square meter (US$230) and 1,262 kina per square meter (US$1,262), implying that the average rental cost of the agencies presently letting space is 926 kina per square meter.
• The current unavailability of suitable rental properties to meet the needs of the UNCT; and
• The high security risk in the country, making it difficult to attract and retain international staff (PNG is a phase 2 country, hardship D).

Most of the UN agencies, including the World Bank and ADB have indicated their willingness to co-locate in the new premises, should it materialise. The Government stakeholders were unanimous in commending the UNCT moves towards a One UN House. This would lead to bolstering the united image of the UN in addition to the usual cost reduction to the UN, which could release more funding for programmatic issues. However, they cautioned that if not properly implemented, it could dilute the impact of the UN in the country, especially in cases where the nature of activities of the specific agencies required the development of very strong links with implementing partners and the nurturing of trust between the two counterparts.

4.6  **Supporting elements for the DaO process**

a)  **Change Management**

The implementation of the DaO process in PNG has necessitated a changed way of working between the UN and the GoPNG and within the UN team itself. The main feature has been that all the UN agencies have had to become more proactive in their dealings with each other. They have demonstrated a deep commitment to the DaO even though it has generated much more work, mainly in the form of numerous meetings and documentation. The change management approach is based on three components as follows:

1. **Organisational change**- process redesign, including planning, reporting, resource mobilization, monitoring and evaluation;
2. **Institutional change**- redesign of management platforms, team structures, accountability lines (PCC, TTs, Budgetary Committee, and Steering Committee); and
3. **Capacity/skills change**- UN wide capacity assessment of the TTs vis-avis the UNCP and Dao pillars, and capacity development strategy focusing on recruitment strategy (profiles), skills and competency development, better leverage regional support structures of agencies, and better leverage knowledge frameworks.

Early in 2010 there were two missions from the UN Development Operations Coordination Office (DOCO) that carried out a fairly in-depth capacity assessment of the UN system to

(US$320/m2) excluding GST of 10% and excluding outgoings\(^32\). With outgoings included, the average cost per square meter was found to be 989 kina per square meter (US$342/m2) not including GST of 10%.
implement and deliver results against the DaO.\textsuperscript{33} This involved a stock-taking of current capacities and potential gaps.

The main recommendations of that capacity assessment exercise included the need to move more upstream to focus on policy advice, targeted technical assistance in specialised areas, across-the-board advocacy on international goals and standards and coordination/facilitation towards more effective aid coordination. The RT fully agrees with these recommendations except the one regarding the UN’s programme management role. Given the low capacities at all levels, the RT strongly feels that there is still a need to provide this support, but at the same time, to focus interventions on capacity development of the partner agencies. The UN has nearly 200 in-country staff members; out of this about 51\% are programme staff (with a dominance of international professionals), 34\% are operations staff and 15\% are “cross-cutting” i.e. do both. “Just below 20\% of the work done relates to programme management work; 16\% is advisory work of a technical assistance nature whilst only around 3\% of capacities are dedicated to policy advisory and 3\% to advocacy. With regards to operations it is transport, general administration, operations management and finance that stand out as the more significant areas of cumulative capacities (when one does not differentiate between levels of capacities)”.\textsuperscript{34}

Although the UNCT has an “overall shared sense of the need to move upstream” not all the UNCT members are supportive of the view. However, everyone agrees that the One Programme needs to focus more on policy advice and technical advisory services and less on programme management. This has major implications for UN staff, especially national staff who have largely been working in programme management and operations.

The UNCT will need to develop a human resources development plan, supported by actual funding, to strengthen the capacities/expertise of staff in policy-related areas and also in change management-related processes e.g. presentation skills, communications and marketing, resource mobilization, time management and work planning. Future recruitment of new staff will also need to take this into consideration. As mentioned in the capacity assessment report, some examples are: special leave to pursue post-graduate studies in relevant fields, secondments to other DaO pilot countries, in-country training, management flexibility to allow staff to participate in relevant courses/seminars organised by other agencies e.g. the private sector, CSO/NGOs. Operations staff should also be invited selectively to participate in programme-related events and even project field visits. Such examples also act as an incentive for staff to engage in the DaO.

b) Results-based Management of the Delivering as One Process

\textsuperscript{33} Papua New Guinea Capacity Assessment Report, DOCO, February 2010.
\textsuperscript{34} Quoted from Capacity Assessment Report
The UNCT’s main reason for initiating the DaO in PNG was to ensure that this new way of working should lead to **more effective and efficiently delivered development results** in the short- and long-run. The RCO was tasked to develop a common UN strategy for results-based management of the DaO. The main objectives being to: foster national partnership and ownership; build national awareness and capacity in results-based management/monitoring; generate evidence-based development results and ensure mutual accountability for the Programme.

In order to operationalise this, a comprehensive results matrix was developed that provides guidance to the TTs in planning, monitoring and reporting on their intermediate outcome areas. The results matrices for each outcome area are the decision-making reference points for determining programme priorities and directions, resource allocation (human and financial) and for staff performance appraisals. It is important to note that the results matrix developed in PNG cover two facets of the DaO as shown below.

<table>
<thead>
<tr>
<th>Development Results</th>
<th>Delivering as One Results</th>
</tr>
</thead>
<tbody>
<tr>
<td>…changing development conditions in PNG…</td>
<td>…changing the way the UN is doing business…</td>
</tr>
</tbody>
</table>

The inter-linkage between the two types of results should be clear, that is the progress and achievements in the joint UN Programme will generate a greater need for more effective and efficient operational and other support services. As the internal operations improve they will have a positive impact on the implementation of the Programme.

**Monitoring and Reporting:** There are two types of reporting attached to the UNCP: a UN Annual Progress Report and a Quarterly Progress Report.

PNG is the first country that produced a joint UN Annual Progress Report that reflects an entire UN Country Programme (in 2008 and again in 2009). As a results-based report, the format focuses on the intermediate outcome level and provides concrete examples of achievements (including deliverables) and uses results-based financial reporting. With a view to minimize reporting obligations, the UNCT has developed an Annual Progress Report that serves many purposes:
The format of the Annual Progress Report was developed in such a way that it covers 80% of agency-specific requirements (e.g. with specific linkages to the requirements identified for analytical outcome narratives, overview of development trends, financial reporting and the sections on challenges and lessons learned),

The format also covers RC Annual Report requirements (reporting on development results but also on progress toward UN reform i.e. the Delivering as One results)

The Annual Progress Reports also serves as the joint report that is required by the Multi-donor Trust Fund Office in New York that administers the PNG Country Fund.

The Annual Progress Report is aligned with GoPNG’s reporting cycle and informs the AWP planning of the next year; as per Government’s systems, the Annual Progress Report of 2009 informs national budget process and AWP preparations for 2011.

In November 2009, the UN Development Group launched the UNDAF Guidance and Support Package and this format is consistent with the new Annual Progress Report format that is presented in there. It was one of the experiences that aided the development of this global prototype.

Therefore, the UNCT has been able to do as much as possible at the country level to reduce the burden of double reporting. In line with the Government’s own reporting cycle, Implementing Partners report on progress towards achieving the outputs on a quarterly basis. These reports cover the status of deliverables in the AWP, challenges and lessons learned, and financial reporting (differentiating between core and non-core resources). These reports are reviewed by the Annual Work Plan Steering Committees and are used in their decision-making.

The benefits of the quarterly reviews and the AWP Steering Committee meetings have been noted by many stakeholders. They allow for the exchange of information e.g. on important political/country developments and data/results of new studies, exchange of ideas and advice on sectoral and cross-cutting themes, avoidance of duplicating efforts, building up of synergies among the different UN-supported activities, reaching a consensus opinion on an important or sensitive development issue, joint advocacy and lobbying and possibly savings in programme financial resources.
Although excellent work has been done on developing an RBM process to ensure that all stakeholders assess the one Programme from a development results-oriented viewpoint, based on the RT’s findings, the following recommendations are proposed:

- As currently configured the indicators for the outcome areas reflect what could be referred to as “mid-level results” e.g. support to a new plan or policy, support to a law that is passed or about to be passed, training of a group of government partners in a particular skill or new approach, awareness raising etc. *What is lacking is the key link-up of these individual and worthwhile efforts to development impact (which the team recognizes as being a major challenge).*

It is proposed that each TT select 1-2 deliverables per outcome area, identify the long term development impact for these, a set of indicators to monitor progress towards this and the activities that will need needed to collect the evidence e.g. sample village surveys. These should be assembled in one common database (one possibility is to use UNICEF’s DevInfo) and monitored over time, perhaps by the RCO.

- Another area of attention is to build up the capacities of direct government partners, especially in the DNPM in RBM as this is a relatively new concept for most government representatives. This is also essential to ensure long-term ownership and sustainability of the system that has been put in place. The upcoming Medium Term Development Plan (2011 -2015) could provide opportunities for such increased interaction on indicators that measure changes in development conditions.

c) Capacity of UNCT to deliver on UNCP

It was noted that while capacity existed in the UN to deliver on the UNCP, such capacity was mostly overstretched largely due to UN operational requirements. The UN was seen as very responsive when approached especially where there was advance notification of requests, especially in disaster management related areas. UN needs to do a bit more in marketing itself in terms of what it can offer. At the same time, the UN needs to respond to the capacity building requirements of its implementing partners, including through its use of its global networks. Key areas where this is needed include procurement and management, and monitoring and review of programme and development results.

b) Development and Programme Results

Despite many of the good attributes of the UNCP, and progress made towards UN contribution to the achievement of development results in PNG, there are still many challenges. Most of the MDGs may not be realized by the target date, especially for maternal and child health, and education. It was noted that there is a shared GoPNG/UN responsibility to this end. GoPNG needs to look at its own structures (delivery capacity, resource allocations, financing modalities, etc) to address the MDGs. For example, intentions to raise health sector financing from the current 6-8 % of the development budget to about 20% as proposed in the new NHP are very
commendable. However, there is need to do more in the area of implementation capacities especially at the provincial and district levels.

CHAPTER 5 CONCLUSIONS AND RECOMMENDATIONS ON THE WAY FORWARD

5.0 Summary of Findings and Recommendations on the Way Forward

This chapter attempts to summarise the recommendations made in the earlier chapters, particularly those arising from the findings and lessons learned presented in Chapters 3 and 4. These recommendations are intended to assist the GoPNG and the UNCT in their discussions on how to move forward in the coming 12 months in order to focus and strengthen the UN Programme in such a way as to enhance the achievement of development results.

5.1 UN Country Programme

The discussion in chapter 3 on the UN Country Programme has indicated that while the UNCP has achieved commendable results in a number of areas including, reduction in transaction costs; enhancing cohesion and unity of purpose among UN agencies, through joint planning, programming and monitoring; and enhancing alignment of the UNCP to national development priorities.

The Gender and HIV and AIDS Task Teams stand out among the TTs in terms of their performance in enhancing the UNCP development results. As cited in the Capacity Assessment Report, these have the most human resource capacities assigned to them. They are also the teams

With the most “upstream” advisory capacities. Their diversity in terms of team member composition, and the cross cutting issues they deal with, make it easier for them to pool expertise and experiences from across the UN system thereby creating synergies and complementarities in their interventions, bringing out the truly One UN Programme image.

However, there are still a number of challenges. These challenges include the need to rationalise, prioritise and focus UN assistance; how to strengthen the role of partners, including Government and civil society, in programme planning, implementation, monitoring and management; how to respond to emerging development challenges and opportunities; and how to further improve on the operational environment through the promotion of greater harmonisation of operational procedures, reporting etc. In this section, the RT presents a number of recommendations to deal with these issues.

a) Prioritization and Rationalization of the UNCP
While it is accepted that the UNCP has resulted in a reduction of the UN areas of interventions from more than 100 discreet UN agency-supported projects during the 2003-2008 UNDAF period, to just 16 intermediate outcome areas, a number of UNCT and other stakeholders expressed the view that the UN has too many projects in many sectors and is that it is “too thinly spread out” for its assistance to be effective. Given the many mandates and international norms that the UN is expected to advocate for, this will be a very difficult process for the UNCT but the team seriously believes that this is the right direction to proceed in. It is appreciated that the content of the Programme cannot be radically changed mid-stream; however the UNCT and the TTs should start discussions soonest on this process. One possible model would be to have a “core” Programme consisting of Pillars on Foundations for Human Development, HIV and AIDS and Disaster Management and Crisis Prevention; and cross-cutting “Thematic Programmes” on Gender, Human Rights, Environment, and Planning Capacities (MDGs integration, population, decentralization, etc.). In light of the above the review team makes the following recommendations:

1. GoPNG and UNCT need to re-prioritise and rationalise the 16 intermediate outcome areas to enhance the overall focus of the Programme.

2. The UN should continue to support the education, health and HIV/AIDS sectors as these directly address the priorities of the MTDS and the MDGs. However, within these three sectors/themes, the team recommends that the TTs should further re-examine their strategic positioning, that is, do the current interventions truly reflect the UN’s comparative advantages and the Departments’ development priorities (as opposed to their own), also given that there are many other larger development partners supporting these sectors. Serious consideration should be given to moving interventions more “upstream” focusing on the political, policy and planning levels.

3. The UN should continue to support important cross-cutting themes, namely gender, human rights, MDGs, population and the environment. However, given that the strategic intent (as opposed to a conglomeration of “good projects that are doing good work”) is not always apparent, further attention is needed to focus interventions at the political, policy-making and planning levels with advocacy as a cross-cutting intervention.

4. Noting that the intermediate outcome areas on parliamentary and legislative support, provincial planning, population and child protection are exclusively or largely “single agency” supported ventures, the UNCT and the TTs should consider absorbing these outcomes into other outcome areas. In this context, Provincial Planning, Population Planning and MDGs could join forces, while Child Protection could possibly merge with Human Rights, and Gender Based Violence.

5. The UN should continue to support Disaster Prevention and Management and Crisis Prevention because these are intermediate outcome areas where the coordination and facilitation role of the UN and access to specific technical assistance is well appreciated. It is suggested that more efforts be made to join up with other development partners, to ensure that the necessary “hardware” and IT inputs are in place.
b) **Strengthening the Role of Partners in the UNCP Implementation**

Despite the strong partnership between GoPNG and the UNCT during the initial stages of the DaO, the indications are that the level of government engagement has levelled off during the implementation of the One Programme, especially from the national planning and policy-making bodies. Furthermore, since the role of other partners, particularly NGOs/CSOs and the private sector is not strongly visible in terms of providing advice on major development issues (as opposed to being implementing partners), the review team strongly recommends that the TTs need to find ways of strengthening their interaction with such partners to get broad based support for their interventions. With this in view the Review Team recommends that:

6. In order to ensure long-term ownership and sustainability of the One Programme, the UN should “invest” more in building the capacities, expertise and knowledge of government partners, particularly the DNPM, to enable them gradually take over the project/programme management responsibilities as these are currently being undertaken by UN staff. Such capacity development efforts should be directed in critical areas such as programme planning, management and results-based monitoring, communication and presentation skills. Exposure to DaO processes in other pilot or self starter countries would be advantageous.

7. More intensified efforts need to be made by the TTs to strengthen the capacities of their implementing partners. TTs could organise a special training session on capacity development options for this purpose. Another option is that the UN agencies refrain from allocating project funds until they have the assurance that the government partner funding has been released and the staff are available. This may slow down the progress in the AWP but this should not be viewed negatively.

8. If the TTs have a major achievement, e.g., the 22 Reserved Seats for Women’s Bill, they could be requested to organise a presentation and discussion (in a seminar style) to which selected government and non-government partners should be invited to learn about the work of the UN and to also debate on a particular development issue.

c) **Proposed New Areas of Focus in Response to New Development Challenges**

9. Several stakeholders expressed directly and indirectly the need for the UN to enhance its interventions at the sub-national level to better respond to the serious development problems at this level. Therefore the RT recommends that the UN should consider directing more of its resources to the sub-national level but still focusing on strengthening planning, policy-making, programme management, monitoring and accountability capacities. However, in so doing, extreme care has to be taken not to further dissipate the gains made by the UN Programme. This entails focusing on building the capacities of implementing partners at these levels.

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35 UNDP’s Capacity Development Group has developed a model based on best practices that is also adjustable to country situations
10. It is recommended that the UN, given its neutrality, should consider a possible stronger role in “governance” particularly in the areas of rule of law, accountability and transparency, which are critical for PNG’s development, in view of the increasing role of the private sector in the economy. However, before expanding into this area the UN should first map out what has been done in this area by other development partners, particularly AusAID and international NGOs (such as Transparency International) and clearly strategise on how it should approach the GoPNG and what assistance it can offer. In fact, this step-by-step approach may require only some initial “seed funding”.

11. With regards to the LNG project, the team recommends that first a “focal point” in the UN office is urgently appointed to keep track of the various developments which are moving rapidly. Secondly, the UNCT should write formally to the Minister of Planning and Monitoring specifying what kind of assistance it can offer to offset the negative impacts of the project. The focal point should look into the (political) feasibility of approaching the Minister of Petroleum and Energy.

12. The RT has identified the following possible entry points: independent neutral advice on mitigation measures on social and environmental impacts; advice and best practices on the management and accountability mechanisms for the Sovereign Wealth Fund and how to ensure that revenues are channelled to productive purposes that benefit the poorest parts of the population.

13. In view of the increasing role of the private sector as a source of revenue for PNG and the possible decline in the share of ODA in the country’s development budget, the UN should get more involved (not necessarily through projects but advocacy and advise on best practices) in this sector, by identifying entry points into this sector. It is recommended that the UNCT recruit a private sector specialist for one year or so to do a mapping exercise of what is going on and recommend where the UN could meaningfully intervene. UNDP’s junior professional officer scheme or UNIDO’s associate expert scheme could be a good source for a suitable professional and it is recommended that this specialist be attached to the RCO.

14. The UNCT should consider establishing a common “South-South Cooperation Programme for PNG”. Such an exchange programme could target the younger, mid-level managers, specialists and officers. This idea is in response to comments by several stakeholders that the UN provides specific TA assistance in areas where the country does not have expertise. In addition, there are many interesting and relevant development models and “best practices” in certain African and Asian countries, e.g. Botswana, Ghana, Vietnam, etc., especially in the areas of resource management and democratic governance, which PNG could learn from. Such a programme could be

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36 Quarterly Environmental and Social Report, 1st Quarter 2010, ExxonMobil, July 2010,
supported by all the UN agencies working in PNG and they could offer such exchanges in their mandate areas.

d) Improving Internal Organisational Aspects of the DaO

15. It is strongly recommended that the supporting planning, implementation, monitoring and reporting structure for the UN Programme be re-examined with a view to making it “lighter” e.g. by streamlining consultation and reporting layers. This will also have a positive effect on staff capacity which has been stretched to the limit especially in the first year of the Programme implementation.

16. The TT structure needs to be re-examined with the objective of increasing government engagement in their planning and prioritisation work (i.e. not just as an implementing partner). In this regard, the team recommends that the TTs should be co-chaired between a UN agency and a Government Implementing Partner. This will also have a positive effect on staff capacity which has been stretched in the first year of the One Programme implementation.

17. Innovative ways need to be found to strengthen the capacities of TT members in various topics e.g. communication and marketing skills, DaO-related skills such as in resource mobilization, ways to build up their existing expertise, results-based monitoring and so on.

e) Enhancing Harmonisation of Operational Procedures

Regarding the dual country programme documents and ‘double reporting”, this issue cannot be avoided as all agencies with core resources in the UN Programme have to report and be accountable to their governing bodies for the effective and efficient use of these funds. A possible solution to the issue of too many reports is a simplification of the Programme structure as suggested above which will automatically reduce the numbers. The UN Development Operations and Coordination Office should continue to raise this issue with the UN Development Group.

5.2 Delivering as One Results

In this section the RT provides a summary of the key findings on how the four DaO pillars have contributed to the implementation of the UNCP during the period under review. In addition, specific recommendations (numbered) are provided on how improvements can be brought to bear under each DaO pillar.

The UN Country Programme: has brought positive elements to the UN system by enabling the UN agencies to work more closely on agreed priority areas of work. This has strengthened coherence and unity of purpose. It has also allowed the UN to present itself to its partners and
other stakeholders as “One UN” especially on such issues as Health, HIV/AIDS, Education, Disaster Management, and Decentralisation. The UNCP has made work much easier for development partners and GoPNG by introducing one coordination framework and one UN Country programme, thereby making coordination much simpler, and reducing transaction costs. At the same time, UN neutrality is seen as a positive factor by both GoPNG and development partners in helping to coordinate and facilitate consensus building among development partners, particularly in sensitive areas such as human rights and governance.

**UN Budgetary Framework:** is considered an effective funding mechanism for the receipt of non-core resources, allowing development partners to channel their funds through one mechanism and thereby reducing transaction costs, a feature that was attracting development partners to utilize the UN Fund when funding UN supported activities. In addition, the One Budgetary Framework has given the smaller UN agencies more incentives in that their priorities are incorporated under the UN programme, and its performance-based approach has created the potential for agencies with smaller resource bases to access additional funding. The above notwithstanding, DaO has imposed multiple reporting requirements: Government implementing partners have to report on the activities implemented and actual expenditures, while UN agencies still have to report on core resources to their respective headquarters and to development partners, on the use of funds, using different reporting formats.

**UN Communications:** being well translated into the DaO process on issues and themes that are of joint concern to the UN system, e.g. Human Rights, Gender equality, MDGs etc. With respect to cross-cutting or multi-sectoral themes, there is a general perception that the UN is “speaking as one voice”. At the same time, UN agencies pursue communications-related activities that are specific to their mandates and broadly support the work of the TTs, thereby bringing about complementarity. At the start of the DaO, the capacity of the UNCC was limited and as a result, the UNCC members were overloaded with work, but over time, the team has been strengthened with new staff and has become more proactive. The input of the UNCC to various TTs is well appreciated and should expand to other TTS. Funding support is still a challenge and the UNCC needs to further pursue other sources e.g. the private sector and funding from agencies. The UNCT needs to give attention to building up the capacities of UNCC members in such areas as communications, marketing presentation skills, and the DaO approach, in order to further strengthen the DaO process.

**UN Operations:** is the “Achilles’ heel” of the whole DaO process in PNG, and poses the greatest challenge for DaO implementation as it calls largely for HQ driven reforms. The UNCT has opted to start by consolidating the existing seven Common services and exploring the possibility of six more, thereafter, slowly expanding the scope of the Common Services over time. In the long term, the UNCT believes that efficiency will be further enhanced by the establishment of a UN Service Centre with the ultimate goal of accelerating harmonisation and simplification of core business practices to support the implementation of the UNCP in an efficient and effective
manner. The UNCT agreed on a phased (step-by-step) approach, that is from a UN Service Centre to One UN Operations as an ultimate goal, with the three resident Ex-Com agencies (UNFPA, UNDP and UNICEF) leading the experimental phase and the other agencies join later. Despite the above, the UN is still seen to be operating as individual agencies. Up to the time of undertaking the MTR, the different UN agencies still had different operational guidelines and reporting systems. However, it was pointed out that streamlining and rationalizing the UN operational procedures would make the UNCP more user-friendly. Recent efforts at harmonising DSA rates paid to government participant to UN workshops are hailed as a step in the right direction.

**One UN House:** Part of the UNCT is co-located in one 14 storey building (occupying two floors, with most of the building being occupied by different institutions) and the rest of the UN agencies are located in different areas of the Capital City (Port Moresby). The need to co-locate all UN agencies in one Building, coupled with the high security risk of UN sharing premises with other organisation, strengthens the resolve of the UNCT to seek UN HQ support to explore options for establishing a One UN House. With the help of a consultant, a number of options are being explored. Key considerations include the following:

a) The very high cost of rentals in Port Moresby, which are likely to sky rocket when the LNG project comes on stream;

b) The current unavailability of suitable rental properties to meet the needs of the UNCT; and

c) The high security risk in Port Moresby and most parts of the country.

The One UN House will serve as an impetus for further programmatic and operational integration of the UN System in PNG. Not only would it provide a unified presence of the UN system in the country but it would also allow further expansion of common services. The combination of ongoing reduction of transaction costs, and enhanced harmonization between the UN System and its development partners, makes this move a “win-win” situation. The goal of a UN House PNG is to use an innovative approach towards the use of office space and organizational design to further support and enhance the impact of UN Programme delivery at the country level. Most of the UN agencies, including the World Bank and ADB have indicated their willingness to co-locate in the new premises, should it materialise. The Government stakeholders are unanimous in commending the UNCT’s move towards a One UN House. This would lead to bolstering the united image of the UN in addition to the usual cost reduction to the UN, which could release more funds for programmatic issues.

**Change Management:** The implementation of the DaO process in PNG has necessitated a changed way of working between the UN and the GoPNG and within the UN team itself. The main feature has been that all the UN agencies have had to become more proactive in their dealings with each other. The UNCT should continue on its present path and at the same time, be aware of external factors that may affect the UN’s positioning in PNG’s development context and therefore may require the UN to re-examine the DaO process. Another critical issue is that some of the key staff of the RCO are likely to be leaving this year which will affect DaO progress and the UNCT needs to take remedial action soonest.
Results Based Management: The UNCT’s main reason for initiating the DaO in PNG was to ensure that this new way of working should lead to more effective and efficiently delivered development results in the short-and long-run. The RCO was tasked to develop a common UN strategy for results-based management of the DaO which has been operational for 2 years. Although a seemingly excellent system has been set up, the challenge of how to link the outcome areas to development impact still needs to be addressed. It is proposed that a baseline of 2-3 indicators per outcome area be selected and put into a common database for future monitoring and evaluation purposes. At the same time, the UNCT should support capacity building particularly of its main government coordination focal point-the DNPM- in results-based monitoring and management as this is a relatively new concept for many staff.

Capacity to Deliver: The UN needs to do more in marketing itself in terms of what it can offer. At the same time, the UN needs to respond to the capacity building requirements of its implementing partners, including through its use of its global networks. Key areas where this is needed include procurement and management, and monitoring and review of programme and development results. The UNCT will need to develop a human resources development plan, supported by actual funding, to strengthen the capacities/expertise of staff in policy-related areas and also in change management-related processes e.g. presentation skills, communications and marketing, resource mobilization, time management and work planning etc. Future recruitment of new staff will also need to take this into consideration.

5.3 Conclusion Remarks

The mid-term review has concluded that this structure has enabled joint situation analysis, prioritisation, planning and coordination which has resulted in a UNCP that is generally well aligned to the national development priorities of the GoPNG as expressed in its key national planning and sectoral documents. At the same time, the UN also correctly pursues global priorities, such as the MDGs and human rights, even though these may not be expressly stated in national development planning documents. In this way the UNCP is contributing to PNG’s aid effectiveness agenda.

In almost all the 16 outcome areas, good progress is being made towards reaching the identified development results. However, given the fact that PNG is unlikely to meet the MDGs by 2015, the UN needs to intensify and consolidate its support to MDG-related outcomes and at the same time its support to the priorities of the Government’s new Medium-Term Development Plan.

Given its relatively limited resources in PNG’s development context, the review team considers that there is a need for rationalisation and consolidation of the 16 outcome areas into a more focussed UN programme. Interventions should focus on upstream aspects such as policy-making, planning and policy change with capacity development as a cross-cutting approach. This will enhance the UN’s development impact and presence in PNG. Now that the Programme
is well into implementation, there is more attention being given to the other supporting DaO pillars: Budget, Operations, House and Communications. Several innovative actions have been taken (especially the joint UN Fund) and it goes without saying that the UNCT and their staff will continue working on these aspects. The greatest challenge relates to the harmonisation of operational aspects which will require reform actions at UN agency headquarters levels.

The issue of sustainability is critical for the DaO in PNG. Although a number of the DaO supportive pillars are performing effectively, their success is not totally divorced from the work and efforts of a well-staffed RCO\(^3\). Financial support from the UNCT has been very limited and largely in the form of supporting 1-2 RCO positions and funding activities on an ad hoc basis e.g. the Mid-Term Review. This makes the DaO model in PNG not only unsustainable but also very difficult to replicate, as very few countries will have this level of resources available to them.

This mid-term review has been undertaken at a critical point in PNG’s development which poses both challenges and opportunities for the UN system and its development partners. Although there is a great deal of good-will and good intentions among all stakeholders, it will require a stronger and more engaged partnership between the Government of PNG and the UN Country Team to ensure that the DaO process will achieve a noticeably more effective and efficient UN-supported programme in PNG.

The Review team strongly feels that while there may be merit in having a strong RCO, the locus of the DaO support structure should revolve around the TTs, since they are the ones who actually run with the ball, in terms of implementing, monitoring and reporting on the UN Country Programme. Their multi-agency composition, and by implication, the fact that they embrace different expertise, puts them in a better position not only in forging the unity of purpose among the UNCT members, which is required for the DaO, but also reinforces synergies across outcome and intermediate outcome areas. The real challenge in PNG is therefore, how to strengthen TTs, to make them more synchronised and more participatory in terms of Government and other stakeholder engagement. At the same time, there is need for more demonstrated “buy-in” from the agencies, in terms of financial and other support to the TTs, to give them a greater sense of responsibility and ownership of the development results.

Finally, the RT would like to state that, the real challenge for strengthening the DaO process, not only in PNG, but globally, lies with the agency HQs which tend to operate like silos and are too regimented, despite some attempts to come up with reforms at this level. The One Operations, for example, will not materialise at the country level, unless different agency HQs, see the need to do away with their individual operational rules and regulations in such areas as IT, HR, procurement, and other areas. Only then can Country Offices be able to forge ahead with the establishment of the One UN operations. The good news is that, this is possible given necessary support and political will at the various UN agency headquarters.

\(^3\) Six professional and support staff providing advisory support to the TTs and each of the DaO pillars.
ANNEXES

Annex I  List of documents reviewed


5. Kavieng Declaration on Aid Effectiveness: A joint Commitment of Principles and Actions Between

6. 5-Year Strategic Plan for: Governance and Crisis Management/Support to the Parliament and Legislative Processes, UN Papua New Guinea

7. 5-Year Strategic Plan for: Aid Coordination, UN Papua New Guinea

8. 5-Year Strategic Plan for: Provincial Planning & Management, UN Papua New Guinea

9. 5-Year Strategic Plan for: Human Rights, UN Papua New Guinea

10. 5-Year Strategic Plan for: UN (DP) Bougainville Programme, (draft: 1st April 2008), UN Papua New Guinea

11. 5-Year Strategic Plan for Disaster Management, February 2008, UN Papua New Guinea

12. 5-Year Strategic Plan for: Education, Draft, September, 2007, UN Papua New Guinea

13. 5-Year Strategic Plan on Population, (2008-2012), UN Papua New Guinea

14. Five Year Strategic Plan on Gender, (2008-2012), UN Papua New Guinea
15. 5-Year Strategic Plan for: HIV/AIDS, Final Version, UN Papua New Guinea

16. Millennium Development Goals Second National Progress Summary Report 2009 for Papua New Guinea, Department of National Planning & Monitoring


20. Papua New Guinea Health Partnerships, Final Report, WHO, Western Pacific Region


22. Papua New Guinea Health Partnerships, Final Report, January 2010


27. UNCP Action Plan, Papua New Guinea.


Annex II List of persons consulted

1. Mr. David McLachlan-Karr, UN Resident Coordinator and UNDP Resident Representative
2. Mr. Lars Tushuizen, Chief, UN Resident Coordinators Office
3. Ms. Nynke Kuperus, M & E Specialist, UN Resident Coordinators Office
4. Ms. Debbie Maraki, Coordination Associate, UN Resident Coordinators Office
5. Ms. Elizabeth Turi, Communications Analyst, UN Resident Coordinators Office (Chairperson, CCM)
6. Ms. Eileen Kolma, Millennium Campaign Specialist, RCO
7. Ms. Carol Flore-Sweneczniaik, Deputy Resident Representative, UNDP
8. Mr. Freddy Austli, Assistant Resident Representative, UNDP
9. Mr. Patricee Pee, Operations Manager, UNDP
10. Dr. Geoff Clark, Representative a.i., WHO
11. Dr. Bertrand Desmoulins, Representative, UNICEF
12. Mr. Asger Ryhl, Representative, UNFPA
13. Ms. Tasmia Bashir, Communications Specialist, UNICEF
14. Mr. Tim M. Rwabuhemba, Country Coordinator, UNAIDS
15. Ms. Edith Lugonvu, Gender Technical Advisor, UNDP
16. Ms. Sally Hendricks, Programme Officer, UNFPA
17. Ms. Margaret Lokoloko, Gender Programme Analyst, UNDP
18. Mr. Andrew Lepani, Programme Associate, UNDP
19. Ms. Christina Saunders, Human Rights Advisor, OHCHR
20. Ms. Gwen Maru, National Programme Officer, UNDP
21. Ms. Lisa Surprenant, Consultant (UN House)
22. Ms. Stephanie Copus-Campbell, Minister Counsellor, AusAID
23. Dr. Lawrence Kalinoe, Secretary, Department of Justice and Attorney General
24. Mr. Aquila Sampson, Deputy State Solicitor, Department of Justice and Attorney General
25. Mr. Jack Kariko, Acting Deputy Secretary, Department of Justice and Attorney General

26. Dr. Siddhartha Sankar Datta, Scientist, WHO

27. Dr. Norbert Rehlis, Maternal Health Officer, WHO

28. Dr. Johannes Bauer, Chief Technical Adviser (REDD), UNDP

29. Mr. Martin Moses, Acting Director, National Disaster Centre, Department of Provincial and Local Government Affairs

30. Ms. Ruby Zarriga, Deputy Secretary (Policy), Department of National Planning and Monitoring

31. Ms. Walpurga Englbrecht, Representative, UNHCR

32. Ambassador Aldo DELL’ARICCIA, Head of Delegation, EU

33. Ms. Tessa Te Mata, Country Manager, New Zealand Agency for International Development

34. Mr. Valentine Thurairajah, Chief Technical Specialist, Natural resources, UNDP/DEC

35. Mr. Golden Mulilo, Programme Coordinator, UNFPA

36. Dr. Wycliff Otieno, Chief of Education, UNICEF

37. Mr. Jock Paul, Humanitarian Affairs Officer, OCHA

38. Ms. Thazin Oo, Deputy Representative, UNICEF

39. Ms. Ume Wainetti, Family and Sexual Violence Action Committee FSVAC)

40. Ms. Geraldine Paul, Family and Sexual Violence Action Committee FSVAC)

41. Dr. Paisan Dakulala, Deputy Secretary, Policy, Department of Health

42. Mr. Luke Taita, Deputy Secretary, Department of Education

43. Mr. Mordecai Baire, Department of Education

44. Ms. Dominica Philip, Department of Education

45. Mr. Walipe Wingi, Department of Education

46. Mr. Otto Wrangian, Department of Education
47. Ms. Juliet Attenborough, Consultant, UNIFEM
48. Mr. Wep Kanawi, Director, National AIDS Council Secretariat
49. Ms. Eileen Kolma, MDGs Campaign and Advocacy Specialist, RCO
50. Ms. Danielle Winfrey, Finance/Programme Assistant, UNHCR
51. Rajesh Kayastna, Chief of Operations, UNICEF
52. Mr. Steven Paissat, Project Services Manager, UNDP
53. Ms. Jacqueline Kauli, UNICEF
54. Ms. Maria Nepel, UNAIDS,
55. Ms. Inderlyn Oli, UNDP
56. Dr. Sanjana Bhardwat, UNICEF
57. Mr. Peterson Magoola, UNDP
58. Dr. Fabian, Ndenzako, WHO
59. Ms. Joy Waffi, UNFPA
60. Ms. Cristi Morf, UNICEF,
61. Ms. Krishne Seho, UNIFEM
62. Ms. Tess Walsh, UNIFEM
63. Mr. Floyd Lala, Senior Aid Coordinator-UN, DNPM
64. Mr. Alex Ginet, Aid Coordinator-Aid Effectiveness, DNPM
65. Mr. Varigini Badira, Assistant Secretary, DNPM
66. Mr. Rodney Polly, Programme Officer, DNPM
67. Mr. Martin Korokan, Aid Coordinator, DNPM
68. Mr. Charles Andrews, Country Director, Asian Development Bank
69. Ms. Marian van der Vlies, Chief Executive, Digicel Foundation
70. Mr. Peter Aitsi, Chairman, Transparency International
Annex III  Participating UN Agencies in the UNCPAP

1. UN Development Programme (UNDP)
2. UN Children’s Fund (UNICEF)
3. UN Population Fund (UNFPA)
4. World Health Organisation (WHO)
5. UN Programme on HIV and AIDS (UNAIDS)
6. UN High Commissioner for Refugees (UNHCR)
7. UN Office for the Coordination of Humanitarian Affairs (OCHA)
8. UN Fund for Women (UNIFEM)
9. UN Office of the High Commissioner for Human Rights (UNOHCHR)
10. Food and Agriculture Organisation (FAO)
11. UN Education, Scientific and Cultural Organisation (UNESCO)
12. United Nations Volunteers (UNV)
13. International Labour Organisation (ILO)

Annex IV  Terms of Reference

1  Background
This Terms of Reference is informed by the “framework Terms of Reference” that was developed by the United Nations Evaluation Group (UNEG) at the request of the member states participating in the Delivering as One (DaO) pilot initiative to support the conduct of country-level evaluations in line with the resolutions of the General Assembly (GA) contained in the 2007 Triennial Comprehensive Policy Review (TCPR) of operational activities for development of the United Nations system. As a self starter, not an official pilot country, Papua New Guinea is keen to make use of the established framework to also assess progress made against the strategic intent of DaO, record achievements and identify areas for improvement and
remaining challenges and most importantly, distil lessons that could inform decision-making processes at the national and inter-governmental level.

The TCPR, contained in General Assembly Resolutions 59/250 (2004) and 62/208 (2007), provides guidance to make the role and contribution of the UN system more coherent, effective and relevant at the country level. In the resolutions, the GA emphasizes that the planning and programming frameworks of the UN system, including the UNDAF, need to be fully aligned with national development planning cycles whenever possible and that they should use and strengthen national capacities and mechanisms. The ownership, leadership and full participation of national authorities in preparing and developing these planning and programming documents are vital to guaranteeing that they respond to the national development plans and strategies. The TCPR of the UN General Assembly tasked the UN System to strengthen national capacity development strategies essential to achieving the Millennium Development Goals (MDGs), including the capacities needed to manage different aid modalities. This mandated UN families in several countries, including Papua New Guinea, to ‘self-start’ reform initiatives to seek advanced coherence in their programmes and operations.

The DaO approach was recommended by the Secretary-General’s High-level Panel on System-wide Coherence in the areas of Development, Humanitarian Assistance and the Environment on 9 November 2006. The Panel was mandated by the Secretary-General as part of the follow-up to the 2005 World Summit. The Panel recommended to the Secretary-General that the UN system should establish UN Country Teams with what they called the four Ones—One Leader, One Programme, One Budgetary Framework, and, where appropriate, One Office—in order to bring about real progress towards the MDGs and other Internationally Agreed Development Goals. UNCTs should also have an integrated capacity to provide a coherent approach to cross-cutting issues, including sustainable development, gender equality and human rights. To ensure that there is no potential for, or perception of, a conflict of interest, UNDP should establish an institutional firewall between the management of its programmatic role and the management of the RC system.

On 22 November 2006, the Secretary-General decided to move forward with some of the recommendations, focusing on the call to establish pilot country initiatives where the One UN approach would be tested. On 3 April 2007, the new Secretary-General presented the report of the High-level Panel to the General Assembly. In his comments, he noted that the exercise would test the principles advocated by the Panel in different countries. The governments of Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Vietnam volunteered to pilot the Delivering as One approach. The Secretary-General tasked the UNDG to move forward and support the eight pilot countries. Member States agreed that these concepts should be tested in the pilot countries on a voluntary basis and that the evaluation of lessons learned from these experiences would inform future intergovernmental consultations.
Several countries, such as Papua New Guinea, who were not chosen as a former pilot started to work on the DaO concepts on their own initiative. In December 2006, and on the basis of an earlier prepared DaO discussion paper, the UN Country Team in Papua New Guinea together with the Government of Papua New Guinea agreed to pursue a series of reform initiatives to increase relevance, effectiveness and efficiency of the UN. This paper also identified a number of focus areas: “unification of physical location, leadership, programme, budgets and management practices”. Once the UN Country Programme (2008-2012) had almost finished its first year under implementation, during the UNCT Retreat in 2008, that first DaO discussion paper was updated on the basis of experiences and achievements made so far. It was felt that the UNCT had reached a new phase in the reform and wanted to move from ‘planning’ for One UN to ‘acting’ as One UN. New aims were confirmed in the ‘Delivering as One Strategy Paper’ (2008) and the status and future direction of the following ‘Ones’ were described: i) One Programme, ii) One Communications, iii) One Haus, iv) One Operations and v) One Budgetary Framework.

The UN Country Programme and the common Country Programme Action Plan stipulate an evaluation plan that outlines a number of reviews and evaluations to be conducted over the course of the duration of the UN Country Programme: 2008-2012. This Terms of Reference takes guidance from both documents and implements part of the evaluation plan.

2 Purpose and Use
This purpose of the Special Mid Term Review is two-fold:

- To assess the progress made towards achieving development results outlined in the UN Country Programme and inform decision makers on challenges and opportunities
- To assess progress against the strategic intent of DaO and its five results frameworks (to the extent these are finalized for One Programme, Once Communications, One Operations, One Budgetary Framework and One UN House).

On both aspects the review team will record achievements, identify areas for improvement and remaining challenges and distil lessons to inform decision-making processes at the national and international level. The Special Mid Term Review is expected to be used by the PNG Government in ascertaining the effectiveness of the DaO initiative in bringing to the country’s benefit the whole potential of the UN development system. This review will evaluate and the extent to which, the intended and unintended results were achieved at country level. As such, the Special Mid Term Review will review progress made against two sets of results frameworks (see graph).

<table>
<thead>
<tr>
<th>Development Results</th>
<th>Delivering as One Results</th>
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38 The results of the review of the DaO process in particular may generate particular interest from Pilot Countries and inter-governmental fora, such as the upcoming Hanoi Conference in Vietnam.
Given the above, the primary audience is the Government of Papua New Guinea and the United Nations in Papua New Guinea. Wider audience is other interested parties such as donors, implementing partners, UN Headquarters, DaO pilot countries and other self starters. The Governments of Papua New Guinea could, if they wish, make this review, or a summary thereof, available to the United Nations General Assembly for information.

Scope of the evaluation

The UN Country Programme and the wider DaO initiative need to be considered first and foremost in the national Papua New Guinean context. The review will focus therefore on the national government’s development priorities, plans and strategies and on the UN response to address those priorities. When assessing that response the review will analyze the implementation of the Delivering as One approach expressed in the five components: One Programme, One Budgetary Framework, One Operations, One Communications and One House, in order to assess its contribution and real progress, if any, towards the achievement of national development goals.

More specifically:

- One Communications and the extent to which one common communication strategy supported a more effective role and contribution of the UN system in Papua New Guinea;

- One programme and the feasibility and progress made in having a single programme with joint management arrangements including joint implementation, monitoring and evaluation;

39 The United Nations General Assembly emphasized the need for an independent evaluation of lessons learned from DAO efforts, for consideration by Member States, without prejudice to a future intergovernmental decision. These country-level evaluations should be considered building blocks for the independent evaluation commissioned by the UN General Assembly. The independent evaluation would be able to integrate the evaluative evidence from the country-level evaluations, assess systemic efforts of the UN and provide recommendations for decision-making at intergovernmental level.
• One budgetary framework and the extent to which the administrative systems in place were able to achieve one financial management system;

• One Operations and the extent to which common support services and shared business units increased efficiency, and;

• One UN House and the extent to which one communication strategy supported a more effective role and contribution of the UN System in each country.

The review will assess the operational initiatives initiated and conducted within the DaO process since its inception. This should entail, all programme activities falling under One Programme and other initiatives that are not falling under One Programme that affected the performance of DaO. The timeframe under review should cover initiatives implemented since 2006. The emphasis of the review is on the contribution of DaO to development results, however, when initiatives related to humanitarian assistance or emergency relief were considered part of the DAO approach these should be also covered.

4 Review Framework
The review will assess:

• The *relevance* (the responsiveness to the needs and priorities of the countries)

• The *effectiveness* (the implementation of better processes and production of development outputs, and when possible the assessment of development outcomes and impacts)

• The *efficiency* (the reduction of transaction costs for the countries)

• The *sustainability* of the DaO initiatives (the probability of long term benefits of continuing the approach over time)

A draft review framework is presented in Annex 1.

5 Institutional Arrangements

| GoPNG/UN Country Programme Steering Committee | Review Management Group (RMG) |
| Secretariat RBM Committee | (2 GoPNG + RC+ Chair RBM Committee) |

| Quality Assurance Panel (Regional Directors Team) |
| Review Team (2 intl. + 2 natl. with technical expertise in relevant programme areas) |
5.1. Review Management Group
The overall guidance for the review is provided by a Review Management Group (RMG) with the membership of the government and the UN. It will be chaired by the government of the country.

The RMG will oversee the conduct of the review and will meet at key points during the process. This involves participating in the design of the review, the process, including the identification and selection of the review team and assuring the independence of the review and that the final product complies with the highest standards. Among others it will include the following activities: developing the Terms of Reference (TOR) for the Special Mid Term Review, coordinating and managing the review process, developing the TOR for the review team members, identifying a review team, identifying an external advisory panel to quality assure the results of the review. The RMG will be supported by the RBM Committee that functions as the Secretariat and supports the RMG in managing the review. The RMG will submit the review report to the Government and to the UNCT for them to prepare their management response.

5.2. Review Team

The review team members should be seasoned development experts and evaluators with a solid understanding of the national context and a proven track record of conducting Mid Term Reviews in a professional manner. The review is to be carried out by independent consultants and substantive knowledge of the programmatic areas covered in the One Programme will be needed. The review team members will be a mix of national and international, and to the extent possible the composition should be gender balanced. To avoid conflicts of interest and ensure transparency and independence, the members of a must not have been directly responsible for the policy-setting, design, or overall management of the subject of the review, nor expect to be included in programming implementation in the near future.
The review team will be responsible for conducting the review. This entails among other responsibilities designing the review according to the specific terms of reference; gathering data from different sources of information; analyzing and systematizing the information; identifying patterns and causal linkages that explain current performance; drafting review reports at different stages (inception, drafts, final); responding to comments and factual corrections from stakeholders and incorporating them, as appropriate, in subsequent versions; addressing comments by the external advisory panel; and making briefs and presentations ensuring the findings, conclusions and recommendations are communicated in a coherent, clear and understandable manner once the report is completed.

5.3. Quality assurance

An external advisory panel will enhance the quality of the review, by assessing all deliverables of the review, including term of reference, inception reports, draft and final review reports. This would help address the complex methodological challenges and credibility associated with assessing actual results and assessing the specific and distinct contribution of the Delivering as One approach to the achievement of national development results. The external advisory panel should include individuals knowledgeable about development in the country and Mid Term Reviews.

The external advisory panel should review the inception reports together with the terms of reference and provide timely methodological feedback. When reviewing the draft review report, the advisory panel should address among other things, whether the evaluations followed the terms of reference, the methodology was adequately described, there is a good use of evidence, the reports are well written and the messages are clear and, whether there is a logical flow between findings, conclusions and recommendations.

5.4. Stakeholders

The stakeholders are the parties whose contribution is being reviewed and who are responsible for preparing the management response to the evaluation. The stakeholders are those who are engaged in the implementation of the DaO approach, this includes implementing partners, beneficiaries, responsible parties, development partners, the UN Country Team, Task Teams and inter-agency teams. The stakeholders will be asked to provide support to the work of the review team by making available information regarding the UN programmes, projects and activities in the country. The UNCT will support the work of the review team in liaising with key partners and other stakeholders, making all necessary information available to the team regarding UN programmes, projects and activities in the country. The UNCT will also be requested to provide additional logistical support to the review team as required. The
stakeholders will prepare a management response to the review elucidating on the way in which the recommendations will be addressed.

6 Methodology
6.1. Review methods

During the Inception phase, the team members will formulate in detail the methodology for the evaluation. All country evaluations will be informed by the key methodological principles below:

- The review is formative and forward looking and will focus on the progress towards programme results process and the various aspects of the DaO initiative;

- The review will adopt a highly consultative, iterative and transparent approach with stakeholders;

- Triangulation of information and data across groups of stakeholders and individuals will be the key method to validate evidence, throughout the whole process;
• The review will use a wide range of methods and tools, fine-tuned to the national context and to the review questions. They will preferably include some or all of the following, among others:

  o Review matrix relating review issues and questions to review criteria, indicators, sources of information and methods of data collection (inception phase);

  o Mapping exercise of the main focus areas of the DaO work (inception phase)
o Desk review of reference documents (inception and data collection phase), see also Annex 2;

o Individual and group interviews with the members of the reference group including (but not limited to) representatives from Government, Donors, UN Agencies, UN Resident Coordinator’s Office, RBM Committee, Programme Coordination Committee etc (both during inception and data collection phase);

o Checklists or semi-structured interview protocols for each type of interview;

o Establishment of historical causality: a time-line and narrative about the milestone events in the DaO process at country and international level (inception and data collection phase);
Field observation and interviews with stakeholders at community level, if appropriate and relevant (data collection phase);

Thematic studies on specific areas of focus of the DAO process, as relevant and appropriate (data collection phase)

Debriefing session with the reference group.

6.2. Limitations of the review

On the programme side, the review will use existing documentation, reports, lessons learned, thematic studies and strategic evaluations that are available for the various technical areas. The review itself will have limited space to analyse technical matters related to one specific intermediate outcome. Similarly, the DaO process cannot be assessed on the basis of clear coherent set of benchmarks given that the results frameworks are still in draft form. However, the team can assess and record progress and achievements against the strategic intent and will use different ways of collecting information that provides evidence for the final conclusions. For instance, the absence of clear quantification and benchmarks for transaction costs in the UN system will also affect the possibility of assessing progress on this aspect. In terms of comparing the review with the country-led evaluations that are being conducted for the pilots, this review
has a slightly lighter set up and the duration and costs are adjusted accordingly. Unlike the pilots, PNG has not conducted an *evaluability study*, which also renders this lighter review more appropriate.

7 **Expected deliverables**

The review team is expected to produce the following deliverables:

- an inception report outlining the review team leader’s understanding of the issues under review including a review framework and a detailed work plan;
- a presentation with preliminary findings to be shared in a national stakeholder meeting;
- a first draft report for circulation and identification of factual corrections from stakeholders;
- a second draft report for circulation among the external advisory panel for quality assurance
- a final review report and presentation.

The basic table of content for the final reports should include minimally i) an executive summary, ii) introduction and rationale, iii) review methodology, iv) country context, v) findings, vi) conclusions, lessons and recommendations, and vii) annexes.
## ANNEX IVa) Generic Review Framework

<table>
<thead>
<tr>
<th>Relevance</th>
<th>One Programme</th>
<th>One Operations</th>
<th>One Communications</th>
<th>One Budgetary Framework</th>
<th>One House</th>
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<tbody>
<tr>
<td></td>
<td>To what extent did the new Programme respond to national priorities as outlined in the Medium Term Development Strategy, the Millennium Development Goals and/or the sector policies and strategies?</td>
<td>Are the common support services (IT, Security, Reception, Maintenance, Cleaning, Travel) and shared business units the most suitable way to enhance the administration of DAO?</td>
<td>Is one communication strategy the most suitable way to explain the UN programme activities and the DaO approach?</td>
<td>Is the Budgetary Framework the most suitable way to enhance the financial administration of DaO?</td>
<td>Are the current plans the best way forward to move towards One UN House?</td>
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<tr>
<td>Effectiveness</td>
<td>To what extent has the joint programming (planning, implementation and monitoring) led to improved effectiveness of operational initiatives for development?</td>
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<td>Has there been any progress in mainstreaming the UN conventions and resolutions in the joint programming, including human rights, gender, HIV/AIDS, etc., and if so, to what extent?</td>
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<td>To what extent have the donors provided un-earmarked resources to the One Plan Fund in a timely manner?</td>
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<td>Has the DaO process led to improved effectiveness?</td>
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<td>Has the configuration of the PNG Country Fund progressed and how?</td>
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<td>Has the one budget resulted in a more effective allocation and use of funds to the one programme?</td>
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relationships between the national government and the UN agencies?

Has the DaO process progressed in the level of inclusiveness among UN agencies, on one hand, and national institutions, on the other and if so, how?

What are some of the findings of the capacity assessment mission in terms of complementarity and common needs in term of delivering results?

What are some of the observations when reviewing the progress towards each outcome?
| Efficiency | Has the DaO process led to improved efficiency and impact of operational initiatives for development?  
Are there concrete examples such as joint evaluations, joint annual reviews, joint annual work plans, joint meetings that suggests that time and resources have been saved?  
To what extent has the one programme generated positive synergies and value-added beyond the individual interventions to increase efficiency?  
Has the DaO process led to reduced transaction costs for the national government and the UN?  
To what extent did common support services and shared business units increased the efficiency of DaO?  
Has there been any progress in the definition and calculation of transaction costs of the collaboration through DaO for both the Government and the UN? | To what extent has the Harmonized Approach to Cash Transfers (HACT) been implemented?  
To what extent have the Cost Norms been harmonized among UN Agencies and with Government and donors and has this led to efficiency gains? | Are the current plans based on a convincing cost/benefit analysis?  
Are the current plans anticipating current and future developments in PNG with regard to sustainability? |
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