

UNDP IN PAPUA NEW GUINEA

Papua New Guinea has experienced periods of economic progress and poor performance. In the past decade, the Government has made efforts to address critical development challenges, but difficulties remain in implementing policies, laws and regulations. As an emerging democracy, the country has been politically volatile with unstable governments susceptible to frequent votes of no confidence. It faces a high level of risk from natural disasters.

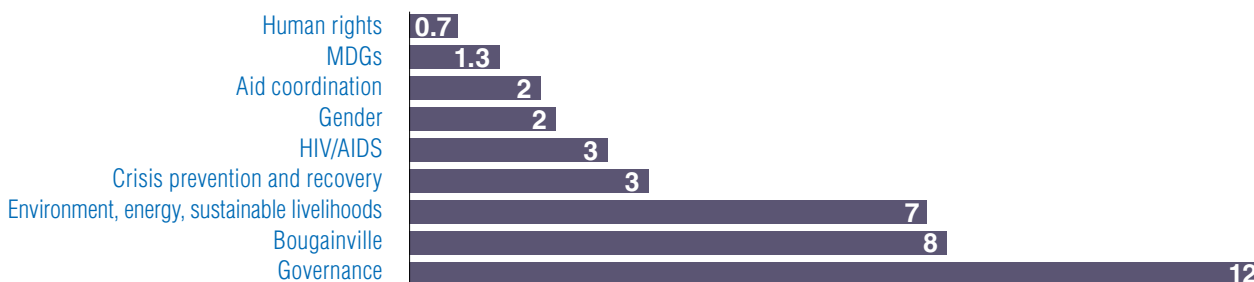
UNDP has supported programmes on democratic governance, poverty reduction, gender, human rights, the environment and sustainable development, employment, HIV and AIDS, the Millennium Development Goals (MDGs) and aid coordination. The Independent Evaluation Office of UNDP conducted an independent country programme evaluation that covered UNDP work from 2003 to 2011.

TOTAL PROGRAMME EXPENDITURE, 2004-2010: \$39.6 MILLION

FUNDING SOURCES, 2004-2010



PROGRAMME EXPENDITURE BY THEMATIC AREA, 2004-2010 (\$ MILLIONS)



FINDINGS AND CONCLUSIONS

UNDP contributed to national priorities and government needs in a complex political context, yet long-term development results were limited. Support to MDG planning helped the Department of National Planning and Monitoring and other national bodies to develop clearly defined targets and indicators, and integrate them in the Medium-Term Development Plan (MTDP). But data reliability did not improve significantly, with a missed opportunity for supporting the National Statistics Office to strengthen data collection. Poor dissemination of an MDG report was a matter of concern considering the need for increased awareness of goal-related progress.

Under the governance programme, financial management assistance at the provincial level was critical to strengthening the capacity of local institutions. Commendable efforts were made to support Parliament. Sustainability and scaling up would have been further enhanced with better government and other partnerships. Building on its impartiality and high levels of credibility, UNDP could do more to address key issues such as fair elections, transparency and human rights.

To advance gender equality, interventions focused

on reserving legislative seats for women in Parliament. An inclusive, nationally driven process involved capacity-building for the Government, partners, potential women candidates and advocacy groups. Technical assistance helped in drafting legal documents and holding extensive consultations. This led to the women's Equality and Participation bill now before Parliament.

Significant efforts went into supporting policy formulation and monitoring aimed at reducing HIV/AIDS. Helping to establish the Monitoring and Evaluation Unit at the National AIDS Council Secretariat was one of UNDP's most important contributions. More efforts will be required to bolster the Secretariat's capacities. Other assistance backed the enactment of the 2003 HIV and AIDS Management and Prevention Act, which protects the human rights of people living with HIV/AIDS.

While the environment and energy portfolio responded to a number of needs, including in helping the Government to meet international commitments on biodiversity and climate change, it was not very effective. Work was influenced by funding sources rather than being grounded in a strategic approach. Considering

the importance of a sustainable environment for Papua New Guinea, UNDP could have done more to back the integration of environment issues in national planning as a key priority. For example, foundational land-use planning interventions could underpin work to identify and secure areas of high ecological and biodiversity value.

Important achievements in furthering disaster management included its integration in the 2010–2030 Development Strategic Plan and as a cross-cutting issue in the 2011–2015 MTDP. Further support is needed to enable better coordination among national government agencies and to strengthen local disaster risk management. Four high-risk provinces now have functional disaster management offices with formally established provincial disaster management committees. Yet the sustainability of the committees and contingency planning may suffer due a lack of provincial government support.

UNDP provided technical support to the Prime Minister's Department for the National Security Policy for establishing an Interdepartmental Committee on Small Arms Control. It aided the formulation of the Autono-

mous Bougainville Government's Peace, Reconciliation and Weapons Disposal Policy and the creation of the Autonomous Bougainville Government Peace Division. Early work on weapons disposal was not fully successful as both UNDP and its Autonomous Bougainville Government counterpart were ill-equipped to implement the programme. A greater impact, however, was achieved through assisting local peace, reconciliation and rehabilitation initiatives, such as the Community Trauma Programme.

A consistent weakness was the lack of attention to synergies between different programme areas. A more balanced approach to upstream and downstream support was needed. Capacity development featured in a number of interventions, but the approach was not strategic.

With its long presence in Papua Guinea, UNDP has a unique perspective on its strengths and weaknesses, yet contributing to development results has been challenging. While the organization is acknowledged for its substantial potential, some of this has yet to be recognized.

RECOMMENDATIONS

- UNDP should define clearly the strategic focus of its programme under each thematic area and narrow the range of activities accordingly. An integrated approach to programming is crucial to achieving results. UNDP should pay specific attention to improving synergies between complementary programme areas.
- UNDP should strive for a balance between upstream and downstream work and further increase its support at the provincial and community levels.
- UNDP should put more emphasis on supporting MDG planning and monitoring, and specifically include localized MDG planning to accelerate progress towards the MDGs. UNDP should leverage ongoing efforts on gender equality, HIV/AIDS and the environment to better contribute to MDG planning.
- UNDP should have a sustained, long-term and multi-pronged approach to addressing gender equality at all levels. In coordination with the UN country team, UNDP should adopt a holistic approach to integrating gender equality into all areas of MDG implementation.
- UNDP should refocus its work on the environment. It should support an institutional analysis and capacity assessment of the Department of Environment and Conservation to facilitate establishing indicators for capacity development. Specific attention is required to integrate environmental issues into national policy and planning.
- UNDP should play a more proactive role in strengthening governance capacities at different levels. It should clearly define areas of support for long-term engagement.
- UNDP needs to establish and nurture strategic partnerships to complement its expertise and supplement its resources. There is need to further strengthen partnership arrangements with government departments.
- UNDP is strategically positioned to promote UN values and should make a stronger commitment to address cross-cutting issues such as gender equality and human rights in programme planning and implementation, backed by a specific resource allocation for addressing cross-cutting issues.
- UNDP should strengthen programme planning and management. Urgent measures should be taken to strengthen programme monitoring and reporting systems. Capacity development projects must build on needs assessments and baselines. Projects should have realistic time frames and plans for disengagement.

ABOUT THE ICPEs

Independent country programme evaluations (ICPEs) are the backbone of the work of the Independent Evaluation Office. They capture evidence of UNDP's contributions to development results and the effectiveness of strategies supporting national development. They enable continued improvement in UNDP programmes, contribute to strengthened national ownership and evaluation capacity, and underpin accountability to national stakeholders and UNDP's Executive Board. To date, over 100 ICPEs have been conducted worldwide.

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