

INDEPENDENT EVALUATION OF
THE
RAPID ADVISORY SERVICES PROJECT

FINAL DRAFT

Government United Nations
Of & Development Program
Papua New Guinea

PROJECT
2004 -- 2007

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List of Documents Collected

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Key Indicators

Overview of Strategic Results Framework

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(i) Acronyms and Terms

- APR – Annual Program/ Project Report
- CCA – Common Country Assessment
- CELCOR – Center for Environment Law & Community Rights
- CCF – Country Cooperation Framework
- CTO – Chief Technical Officer
- DEC – Department of Environment & Conservation
- DNPM – Department of National Planning & Monitoring
- GoPNG – Government of Papua New Guinea
- IDP – Leadership Development Program
- MDG – Millennium Development Goals
- MTDS – Medium Term Development Strategy
- NGO – Non Government Organization
- NYC – National Youth Commission
- PMC – Project Management Committee
- PNG – Papua New Guinea
- RAS – Rapid Advisory Services
- SBAA – Standard Basic Assistance Agreement
- TOR – Terms of Reference
- UN – United Nations
- UNDAF – United Nations Development Assistance Framework
- UNDP – United Nations Development Program
- UNFPA – United Nations Funding Project Affiliation
- UNICEF – United Nations International Children's Fund's
- UNV – United Nations Volunteers

(ii) Executive Summary

Development Assistance to developing countries by United Nations Development Program (UNDP) is provided under a Development Cooperation Framework agreed to by both UNDP and the recipient country. Development Assistance provided to Papua New Guinea's guided by a Development Cooperation Framework which evolves around a five year cycle or medium term. The medium term takes into account Papua New Guinea's development priorities articulated by government.

The development challenges for developing nations including Papua New Guinea remains to be insufficient resources, lack of co-ordination and weak policies, slowing down development progress including lack of institutional capacity within the civil service to respond to global challenges.

Responding to these challenge's and urgent request from the Government of Papua New Guinea (GoPNG). UNDP and GoPNG agreed to launch this partnership as a rapid response mechanism to support GoPNG to take advantage of global development opportunities which avails itself.

The partnership formed as the Rapid Advisory Services (RAS) provides assistance in developing and strengthening public policies and building the capacity of Papua New Guinea to more widely reap the benefits of emerging global business opportunities.

Papua New Guinea received just over US\$2.8 million in total for the project. The project has achieved its desired objectives to assist GoPNG with developing policies and capacity building. Specific outputs include over ten policy supports to a number of government agencies as well as a number of outstanding contributions to the capacity development programs and strengthening cooperation between UNDP and GoPNG. There is a strong desire by GoPNG to retain the project.

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(I) INTRODUCTION

A. Structure of the Evaluation Report,

This evaluation report was written as a result of an independent review of the Rapid Advisory Services (RAS) project which was instituted in 2003 and completed at the end of 2007 year. The review involved meetings with individual beneficiaries and recipients agencies, which formed the basis of this report.

The report provides brief background of the relationship between the GoPNG and UNDP and describes the development framework in which UNDP and UN Systems provide support to GoPNG and specific framework in which RAS project is implemented.

The development context of capacity building in the public service, its implications and consequences in relation to overall economic development of the country. The development challenges of the millennium including human rights, HIV/AIDS and Climate change.

The project concept and rationale appropriately reflects the development aspirations of Papua New Guinea. The delivery mechanism and it's flexibility resulting in the success of the project.

The project performance, the variety of activities involved in the project, the constraints and challenges and the impact that it created within the institutions and overall in the economy.

The management is the project, the role of the Project Management Committee, (PMC) and the administration mechanism of the delivery of RAS project. Its relevance to the development needs of Papua New Guinea.

The lessons learnt during the phase of the project which can be used to improve the future of the project or similar initiatives by both stakeholders. The recommendations based on observations and findings of the independent review.

B. Country Co-operation Framework

The development co – operation between the Papua New Guinea and United Nations Development Program evolves around a signed Standard Basic Assistance Agreement (SBAA) which was signed in 1981. SBAA embodies the basic conditions under which UNDP and its Executing Agencies assists the Government in carrying out its development projects and which such UNDP.

Assistance shall be provided by the UNDP under this agreement only in response to requests submitted by the Government and approved by UNDP. Such assistance is made available to the, or to such entity as the Government may designate shall be furnished and received in accordance with the relevant and applied resolutions and decisions of the

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competent UNDP organizations, and subject to the availability of the necessary funds of the UNDP.

Assistance which may be made available by the UNDP to the Government under this agreement may consist of amongst others:

- The services of advisory experts and consultants, including firms or organizations, selected in consultation with the Government by and responsible to, the UNDP or the Executing Agency concerned;
- The services of operational experts selected by the Executing Agency, in consultation with the Government to perform functions of an operational, executive or administrative character as civil servants of the Government may designate under Article I,
- Scholarships and fellowships, or similar arrangements, under which candidate nominated by the Government and approved by the Executing Agency concerned may study or receive training, and
- Any other form of assistance which may be agreed upon by the Government and the UNDP.

Country Co-operation Framework, (CCF 1) 1997-2002

UNDP Executive Board approved in March 1997, Papua New Guinea's Country Co-operation Framework (CCF). CCF – 1 is the programming instrument which outlines a planned co-operation between the Government of PNG and UNDP for the period 1997 – 2002.

The CCF – 1 outlined the areas of support where UNDP will concentrate its activities, based on its comparative advantage. The four thematic areas and UNDP focused on it:

- **Governance:** There are four strategic entry points for the promotion of good governance in PNG: (i) public awareness and public dialogue on sustainable human development; (ii) strengthening culture of good governance including support for reform initiatives and promotion consensus building and tolerance between different political and social parties; (iii) strengthening of planning and financial management at provincial level; and (iv) through promotion of broad community participation in development planning and other decision making processes.
- **Sustainable Rural Livelihoods:** To address unemployment through agriculture development. Particularly smallholder development and to increase small enterprise and income generation opportunities. The two specific areas of assistance are; (i) increasing small enterprise opportunities through capacity building and expansion of market- driven informal sector; and (ii) strengthening and expanding community – based micro – credit scheme for women.
- **Environmental & Natural Resources Management:** Contribute to the protection and regeneration of the environment, particularly through participatory processes where communities become the major players in decision-making on utilization and management of their natural resources. This also includes the development, promotion and exchange of sustainable practices and technologies.

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- **Rehabilitation and Restoration of Bougainville:** To focus on restoration of employment, income generation and sustainable livelihood as well as rehabilitation and re-integration of displaced people into the civil society. The strategic points of entry include strengthening social capital by ensuring support for affected populations through extension and training services. Increased small scale economic activity. Rehabilitation of cocoa small holder's production and improved physical infrastructure for small business development.

In addition to the above listed for thematic areas and three cross-cutting themes are also identified in the CCF – 1 i.e. Gender, Human Rights and HIV/AIDS.

In pursuing initiatives under these four thematic areas and three cross-cutting areas, the Government of Papua New Guinea has been required to respond to an array of challenges, requiring new policy, regulatory and/ or legal frameworks as well as consideration of revised institutional arrangements. Such challenges often require quick action to maximize the benefit of change and to ensure the actions by others do not negate the opportunity for a new or revised policy position.

Given the shortage of appropriate trained and/ or experienced staff the Government is often unable to respond quickly to these needs in a sufficient manner without external technical support. However due to the difficulty of predicting such request in advance, technical assistance agencies are often unable to respond quickly and as a consequence opportunities to effectively provide timely, knowledge – based advisory services are lost.

The United Nations Development Assistance Framework (UNDAF) 2003-2007

The United Nations Development Assistance Framework is based on the Common Country Assessment (CCA), Dec, 2001 report. The Overall goal of UN assistance in Papua New Guinea by UNDAF during this period was to:

“support Papua New Guinea’s national development strategies for achieving sustainable human development and poverty reduction through equality and participation and the sustainable use of the country’s natural resources while ensuring environmental conservation”

The Government of Papua New Guinea endorsed UNDAF in June 2002 which sets out overall strategic framework for the design, implementation and evaluation of the UN development cooperation activities for the period 2003-2007 in the country. UNDAF’s over-arching goal and objectives is (i) enhanced leadership and partnership; (ii) improved access and quality of services; (iii) improved integration and coordination of Papua New Guinea in regional and global cooperation.

- **Enhance Leadership and Participation:** Improved leadership and participation in the planning, management and implementation of economic and social development policies and strategies to ensure accountability, consistency, equality and sustainability
- **Improve Access, quality and delivery of basic services:** strengthened access to, quality and delivery of basic services to all sections of the community.

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- **Improve regional and global integration:** Greater integration and cooperation with regional and global development processes and systems.

The UNDAF sets down range cooperation strategies to meet these objectives. These cover both ways to strengthen coordination between the UN agencies, including those without resident offices in Papua New Guinea as well as with the major development partners supporting the Government development program. The coordination strategies will be defined in terms of (i) advocacy; (ii) strategic partnerships and policy dialogue; (iii) knowledge networking and information sharing; and (iv) capacity building and international development.

Country Co-operation Framework (CCF 2) 2003-2007

The second regular session of UNDP Executive Board of 2002 approved the country co-operation framework (CCF 2) for 2003-2007 in the context of development objectives of Papua New Guinea Country framework (1997-2002) review and lessons learnt. CCF 2 set its focus on (i) support on building capacity and human development, and (ii) strengthening sustainable development. This focus was set against three objectives of UNDAF (2003-2007), (i) enhanced leadership and participation, (ii) improved access quality and basic services, (iii) improved internal, regional and global integration. Through implementation of activities that evolves around promotion of good governance and poverty reduction, this focus was to have been achieved.

Capacity building and Human resource development

Capacity building and human resource development will strengthen' accountability mechanisms and institutions, with specific attention given to constitutional compliance bodies, Parliament to promote the equitable allocation of resources from national government to provinces and districts in accordance with the Organic Law. Specific attention will be given to the development of gender sensitivity tools for poverty reduction planning and in addressing law and order issues. Attention will be given to an expanded advocacy role for political and community leaders and constitutional bodies in the areas of human rights, gender mainstreaming and the socioeconomic impact of HIV / AIDS as well as key lessons learned from crisis prevention and management of support provided to Bougainville under CCF I. Support for the preparation of nationally led Millennium Development Goals monitoring and reporting and a second Human Development Report for Papua New Guinea will be key advocacy tools.

Sustainable Development

Sustainable development will be encouraged through the pilot conservation project in Milne Bay and the continuation of support to the development programme in Bougainville that will include opportunities for strengthening agro-based industries and identifying opportunities for introducing successful Bougainville activities elsewhere in Papua New Guinea. A review of the legislative constraints to informal sector activity will be an important element of the promotion of sustainable development.

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The cross-fertilization of ideas and overlapping issues and partners sharing the same goal is recognized, and NGOs, private sector and external development partners alongside government partners will be engaged, as appropriate. Increased participation within the country as well with the international community will be facilitated through enhanced use of ICT and increased community participation in activities focused on human rights and law and order issues. The Pacific sub-regional programs under the Regional Cooperation.

C. Project Background

The Rapid Advisory Services (RAS) Project was instituted in the context of the CCF 1 as a flexibility support mechanism to respond to continuous development challenges which the government encounters but is unable to response due to lack of institutional and skills capacity to capture and translate the challenges into opportunities.

The overall goal and objective of RAS was to facilitate the availability of high-level advice to the GoPNG and UNDP in the four areas: (i) Democratic Governance; (ii) Pro-poor policies; (iii) Crisis prevention and recovery; and (iv) Information and communication policy. Also across following cross cutting areas, HIV/AIDS, human rights and Climate change.

RAS project funds series of activities programmed under the above four thematic areas and three cross cutting areas, gender, human rights and HIV/AIDS identified in CCF1.

Evaluation of RAS Project

The Project valued at US\$2,811 million (K112.2 m@ 0.25) did not commence until 2004, although originally planned for 2002. The project was extended twice from 2002, 2003, however commenced in 2004 and completed in 2007. The project covered the medium term development priorities of the Government of Papua New Guinea consistent with the development framework agreed to by both GoPNG and UNDP.

The evaluation was to assess whether the project achieved its desired objectives and targets, its weaknesses and opportunities and future potential.

Scope of Evaluation

1. Review results achieved by individual activities under the RAS, focusing on
 - i. results and impact of activities
 - ii. number of activities supported
 - iii. variety of activities
2. Identify constraints and challenges faced with regard to:
 - (i) project implementation and monitoring tools and role of Project Management Committee
 - (ii) acceptance of the Project and its relevance as seen from clients' perspective

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(iii) future direction (s) for RAS

3. Identify project's areas of strength and competitive those that need improvement
4. Assessment of the project management. The assessment should be based on RAS's management intention to establish a streamlined and flexible system.
5. Identifying Project's area of expanded and improved involvement of local and external partners.

**(II) PNG's DEVELOPMENT CONTEXT IN THE AREA OF CAPACITY
DEVELOPMENT WITHIN CIVIL SERVICE**

A. Capacity Building in PNG

Public Service management has deteriorated as a result of poor governance over the last decade. As a result institutions of government are weak and not able to attract and retain highly educated and skilled workforce.

Since year 2000, GoPNG is experiencing a mass exodus of experienced and skilled professional's leaving for the private sector or overseas jobs. The gaps it is creating is of serious concern to Government, however until and unless the Government provides attractive conditions of employment and job security the trend will be more rapid.

The impact of weakening public service capacity living standards of Papua New Guinea remains stagnant, while human development index have seen no improvement against other similar developing countries, no improvement in the percentage of people living below poverty lines.

B. Development Challenges

Develop challenges the Government faces is further compounded by the HIV/AIDS, an unreported pandemic situation will have a severe impact on the civil service and its remaining workforce as well as the youth who will be joining the civil service.

Climate changes issue is also fast emerging as the issue every nation and its population must deal with. Given there is no capacity in the public service and that capacity will take a longer period to build the government faces a daunting task of addressing a global dilemma.

(III) Project Concept and Design Summary

The Department of National Planning & Monitoring the implementation agency was considered to be the co-ordination agency for Government to facilitate for the strengthening of policy commitment and an important conduit for developing assistance for capacity building of the public sector.

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The project was seen by GoPNG as a means of providing short term support of overcoming development challenges that the government itself is unable to meet. The project conceived by UNDP provides funding on short notice to meet these needs.

The Project Document was revised and after appraisal, signed in August 2004, in order to better focus on key support services to be provided. The project has been extended twice and came to a close on 31st December 2007. The Project Management Committee (PMC) consisted of representatives from the Department of National Planning and Monitoring (DNPM) (Implementing Partner), Department of Foreign Affairs and UNDP.

Initiatives funded under the RAS facility are expected to actively mainstream these issues into their activities. The Rapid Advisory Services will contribute to increased development effectiveness at the country level through focusing on building national capacities, promoting national ownership, advocating and fostering an enabling policy environment, promoting gender equity, and forging strategic partnerships.

The Rapid Advisory Services Project had four main service lines through which it functions:

- o Provision of policy advice and consultancy services
- o Capacity building
- o Partnerships and co-operation between UNDP and the Government of Papua New Guinea
- o Support to pilot project interventions
- o **Rationale:** Short term intervention by UNDP to assist GoPNG meets socio-economic challenges which arises that the Government is unable to meet as a result of lack of capacity both human and financial.

Design: A flexible project framework has been developed to facilitate a rapid response mechanism to urgent needs for policy advice and consultancy services. Additionally, institutionally soft spots in the areas of primary importance to the government need to be addressed through adequate training and other capacity building interventions.

The key stakeholders recognized for PNG to achieve the Millennium Development Goals (MDGs) and to cope with its development challenges through implementation of the Government's development and recovery agenda, a flexible project framework was developed to facilitate a rapid response mechanism to urgent needs for policy advice and consultancy services. RAS project also provided additionally, institutionally soft spots in the areas of primary importance to the government need to be addressed through adequate training and other capacity building interventions.

The project enhances the co-operation between the Government of Papua New Guinea and UNDP through strengthening of the overall aid management framework. The efficiency and impact of UNDP's development interventions will be increased through capacity building measures within UNDP resulting in an improved service delivery to the Government.

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This also includes attracting and retaining of best national and international professionals. Within this strengthened framework, pilot projects will be implemented that have the potential in becoming full – scale interventions attracting additional bi- and multi- lateral donor resources.

The intervention is of cross- cutting and strategic nature directly contributing to the achievement of the 3 main objectives of the United Nations Development Assistance Framework (UNDAF) 2003-2007 in Papua New Guinea: Enhance leadership and participation, Improve access, quality and delivery of basic services, and Improve regional and global integration. These objectives are being pursued under the overarching development goal to achieve sustainable human development and poverty reduction. Specific emphasis is placed on measures, which enable the main streaming of gender issues into projects and programs.

(IV) Project Results

A. Results and Impact of Activities

The project achieved this objective by providing over ten deliverables to several government agencies including departments of National Planning & Monitoring, Health, Community Development and Environment and Conservation.

Amongst other beneficiaries who received high level of policy advice support included Department's of Environment & Conservation and Ombudsman Commission. The support included Interlink-ages report on Environmental Governance in Papua New Guinea, and Foreign Aid Coordination Review.

Other policy and consultancy involved support to UNDP and GoPNG for Bougainville project evaluation and phase II formulation, Autonomous Bougainville Government, Support to Government in absorbing the MDGs and their integration into national development policies (Participation in MDG conference in Fiji), Support to GoPNG (DEC) in attending UNEP boards meeting and conferences, GoPNG participation in ICT workshop in Kuala Lumpur, UNV assignment in support of UNDP CO Program support unit.

Other objectives of RAS project included capacity building, pilot interventions and partnership and cooperation between UNDP and GoPNG. These results were satisfactorily achieved whereby Government and Civil society have had received substantial benefits.

The project funded a variety and diverse programs consistent with the development priorities of GoPNG and illustrates the constructive and strengthening relationship between GoPNG and UNDP.

B. Constraints and Challenges

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There are two main constraints that were identified in the review, (i) the 11th hour rush, and (ii) lack of feedback. Receiving of tickets and funds for activities in the last few hours to attend travels has been difficult to manage by many of the beneficiaries, particularly for those who were traveling overseas. Second, over eighty percent of the beneficiaries have yet to submit a report on the funded activity.

This is a cause for concern because for those traveling to attend international events it gives them very little time to prepare themselves. In the case of reporting, it makes it difficult for UNDP to measure the outcome of an activity as well as account for the funding spent on the activity.

The nature of flexible mechanism for supporting GoPNG development initiatives allow for rapid support and constraints described above poses the challenges of making the project work.

C. Variety of Activities

Table 1: Variety of Activities

Obj. 1	High level policy advice to GoPNG and UNDP CO in support of the six UNDP corporate practice areas	Formulation of at least ten (10) key policy advisory interventions	
Obj. 2	Capacity Building of GoPNG		1. Interlinkages report on Environmental Governance in Papua New Guinea 2. Foreign Aid Coordination Review 3. Bougainville project evaluation and phase II formulation 4. Absorbing the MDGs and their integration into national development policies 5. Attending UNEP boards meeting and conferences 6. Participation in ICT workshop in Kuala Lumpur 7. UNV assignment in support of UNDP CO Programme support unit 8. ICT Advisory assignment
			1. Henua Project, HIV/AIDS workshop 2. Attendance, Governing Board of the statistical Institute for Asia Pacific 3. Training, Civil Aviation Academy in Aerodrome Control, Singapore 4. Urban Governance training course in Australia 5. Environmental law workshop, East Timor. 6. Attendance Monitoring & Evaluation workshop, Pakistan. 7. Attendance Global meeting on Sustainable Urbanization in Havana. 8. Attending PIIS and SPC meetings in New Caledonia. 9. Attend CSD 13 in New York 10. Attending Monitoring & Evaluation workshop, Australia. 11. <i>Dossier 1, UNDP and Government Representative.</i> 12. Attend ance Pacific Youth Summit Asia. 13. Attendance Asian Medical School Student's Conference, Kuala Lumpur. 14. UNDP Operations Training Course in Headquarters. 15. Community Capacity Enhancement training (CCE). 16. Early Warning and Prevention Measure (EWP/M) workshop. 17. Attendance of the MDG Indicator workshop. 18. Annual Human Rights and Diplomacy Training Program. 19. Habitat Studies in Thailand, Singapore and Malaysia. 20. <i>VIIIth International conference on Asian Youth and Childhood.</i> 21. <i>Participation in the Debt Recording and Management Systems in Working.</i> 22. Attendance 15th Session of the Commission on Sustainable Development (CSD15) in NY. 23. Attendance of the follow up meeting on Sustainable Energy, Port Vila. 24. Attendance Human Rights Training in Montreal, Canada. 25. Attendance the Pacific Regional Workshop on Urban Management, Fiji.
Obj. 3	Development operation Partnership between GoPNG and UNDP	Co- operation and Partnership between GoPNG and UNDP	1. Third LDP workshop 2. Strengthening support to the Government of PNG to combat HIV/AIDS. 3. Human Resource Workshop, Bangkok, Thailand. 4. Attendance the Poverty Eradication Awards Ceremony, NY

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			5. To attend BPOA meeting in Mauritius. 6. Participation in Joint Parliamentary Assembly, Brussels. 7. LDP Way Forward Workshop. 8. Madang Donor Consultation Workshop. 9. Goroka Donor Consultation Workshop. 10. 8th Pacific Conference on Nature Conservation and Protected areas. 11. Attendance to Informal Meeting on Transfer Control Principles for Small Arms and Light Weapons, Geneva (Switzerland).
Obj. 4	Plot Projects and Interventions in Community		1. Meeting on the idea to support Breakthrough Initiatives needing resources. 2. Civil Society Workshop on Urbanisation. 3. Support to TI PNG for production of anti-corruption t-shirts. 4. World Bank, PNG Development Market place competition. 5. Small scale studies in relation to basic health and empowerment of settlement and rural families. 6. Feasibility studies Eco-Tourism Project, Trobriand Islands

The core areas of the project were adequately covered indicating the success of the project and illustrate the benefits to Papua New Guinea.

D. Project Expenditure

Table 1: Project Expenditure by Activity

(Figures in US Dollars US \$ conversion was done at 0.25)

	Core UNDP	Cost-sharing	Core UNDP	Cost-sharing	Core UNDP	Cost-sharing	Core UNDP	Cost-sharing	Core UNDP	Cost-sharing
1. Policy Advice	48	-	238	4	34	1	9	-	334	12
2. Capacity Building	203	-	640	30	402	15	165	-	1455 *	52
3. Partnership & Cooperation	11	-	61	-	40	39	42	-	193	7
4. Pilot Interventions	44	-	32	-	204	-	131	-	411	14
5. Administration	150	1	7	47	37	177	-	-	418	15
Total	456	1	978	81	717	232	347	-	2811	100
		457		1059		950			347	

Source: UNDP combine delivery report by activity (2004 – 2007)

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Table 2: Distribution of Project Funding

2004 - 2007

Total RAS Percentage for Activities 1 - 5

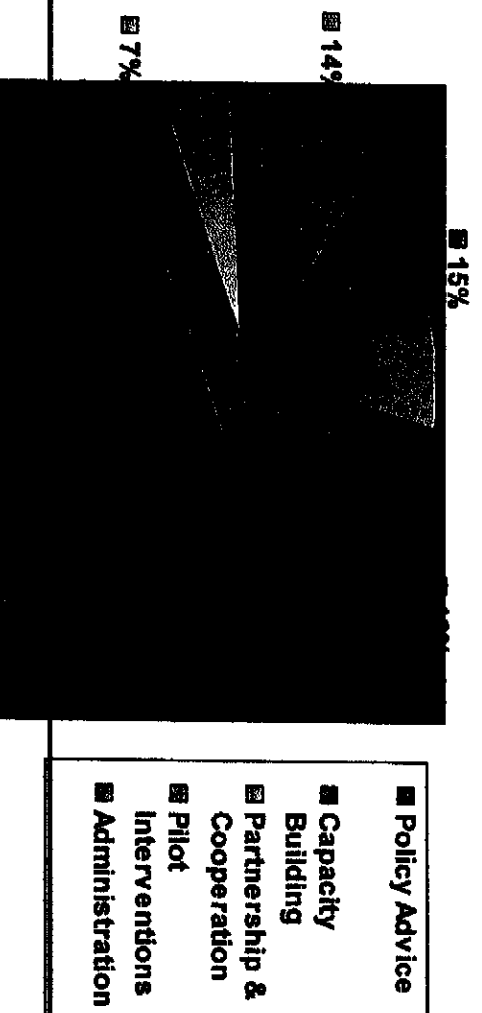


Table 2 summarizes the funding for each activity; activity 5 relates administrative costs which have not been distributed to each component of the project

- **Activity 1:** twenty eight (28) percent of the total project costs spent on policy development, Department's of National Planning and Community Development were beneficiaries a total of ten (10) activities in years 2004, and 2005. There was no spending in 2006 and 2007.
- **Activity 2:** thirty eight (38) percent of the project costs expended on Capacity building, a total of twenty eight (28) activities funded, of which twenty seven (27) overseas conferences, and short term training.
- **Activity 3:** Nineteen (19) percent of the costs spent on co-operation and partnerships. A total of eleven (11) activities. The activities included workshops and conferences attended both in PNG and abroad. A mix of participants from politicians, and civil servants, a large component of funding was targeted towards combating of HIV/AIDS, the Leadership Development Program (LDP). LDP was a program seen by many as creating impact at all levels of society
- **Activity 4:** fifteen (15) percent of the project costs spent on pilot interventions. A total of seven activities were funded. These funds were spent locally to fund community initiatives and donor consultation.

E. FINDINGS

- A majority of Government and civil society beneficiaries interviewed believes RAS is an effective mechanism for aid delivery in so far as the targeted activities of policy advice and capacity building, as such the pool of funding should be widen with either bilateral, multilateral and Government as partners contribute to RAS project, whilst allow UNDP to manage these funds under strengthened existing arrangements.
- The benefits to the GoPNG has been substantial and have complimented well GoPNG's development efforts, by not only developing capacity of government through benefits received from conference and short term training, but increasing competency (s).
- the various forums/meeting attended both domestically and internationally has allowed for developing networks, particularly UN systems network and has greatly *allowed for information gathering and disseminations which has greatly enhanced individual and national benefits*
- For example amongst others funding of Ruth Pune, of CELCO to the Caribbean Youth Environmental Network Conference. The conference enabled CELCO network with UN Youth Environmental Network. This network called and enabled PNG to assist Smaller Pacific Islands such as Samoa, Niue, Tonga and others on (i) assist with exchanging global environmental information's and(ii) allow for experiences to Smaller Pacific Nation's critical environmental concerns. The Network also allowed Papua New Guinea to mount project initiatives among UN environmental systems on behalf of smaller Pacific Nations.
- Developed leading thinker's in policy advice and consultancy through interaction between resource personnel and mentorship providing exposure, allowing widening of thinking. For example Patrick Niemo, a non lawyer benefited immensely from a human rights course. The outcome of the training enabled the participant to appreciate wider issues of human rights as well as widen global perspective on international conventions on human rights. This created the much needed awareness for Ombudsman Commission and enhances its role.
- UNDP and DNPM have made less effort to effectively collaborate to continue monitor and evaluate the project in order to measure its annual outcomes. This includes both measuring the objectives and reporting conditions. It is evident from project documentation and interviews that there were no tripartite meetings for the years, 2003, 2004, and 2007.
- The reporting system has become less effective, there were over eighty percent of the beneficiaries did not provide a report to UNDP after the completion of their respective activity.

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- o Despite reminders, there appears to be lack of response from beneficiaries, in future this should be taken seriously, particularly UNDP should consider suspension the assistance until they comply with project conditions as well as the broader Development Cooperation Framework

The UNDP may by written notice to the Government and to the Executing Agency concerned and after full consultation with the Government suspend its assistance to any project if in the reasonable opinion of the UNDP any circumstances arises which interferes with or threatens to interfere with the successful completion of the project or the accomplishment of its purposes.

(V) Project Management

The general process to request for funding from RAS involves the following:

1. ~~Request for funding are directly submitted to the PMC Chair on his/her alternate using a duly filled 'Standard Application Form for RAS Funding'. The Government of Papua New Guinea as well as UNDP is eligible to submit request for funding to the PMC;~~
2. The DNNPM UN desk in consultation with the PMC ex-officio/secretary (UNDP) will undertake a technical screening (whether the request is in the line with the project objectives, annual work plan and availability of sufficient funding) and will advise the PMC chair of the assessment
3. The PMC Chair shall call a PMC meeting, if and when required, to consider recommended submissions. The PMC has the right to fully or partially reject funding requests.
4. Upon completion of the activity funded a detailed report must be submitted to the PMC Chair by the recipient of funding no later than 15 working days after the completion of the activity, using a report format.

(VI) Good Practices and Lessons Learnt

The Rapid Response facility to assist Government is not a new concept to the UN Systems, it is employed in a vast number of countries and has proven an effective means of aid delivery. Despite delayed implementation of the project the project has proven to be relevant and a flexible delivery mechanism to support Government and UNDP achieve the much needed support for Government in policy dialogue and advice, capacity building and strengthening partnerships and co-operations.

Lessons learnt during the period of the project were so relevant because not only, nationally the flexibility mechanism was new, at the global scale the whole approach to aid delivery had undergone a diagnostic review resulting in the Paris Declaration On Aid Effectiveness which provided challenges to make the delivery mechanism work.

Some Specific Lessons in the implementation of RAS Project include:

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Comparative Advantage

The process of funding RAS project activity was very efficient resulting in various or each activity been successfully undertaken and accomplished.

Harmonization of UN system own programs enabled Government agencies such as, Department's of Community Development, Health and National Aids Council access to RAS project as a result of collaborative work with UNDP sister organization, UNICEF, UNFPA.

Mode of Delivery

A good proposition of the funding has been for overseas –conference and short term overseas training. Is this effective way of expanding RAS funds?

Capacity for Participation

Almost all beneficiaries interviewed did not know about RAS as a project. As such while it was not the responsibility of the interview to explain, the project was explained in the interview, the facility, its objectives, components of the project and desired outcomes.

Capacity was required to competently assess the level of applications, it was observed that a fair number of applications passing the screening stages were not relevant and did not appropriately fit in any activity.

Department of Foreign Affairs and Trade had not been an active participant since early 2005, due to change in staff. The Department is the focal for receiving a lot of technical assistance requests and proposals which are screened and sent to appropriate government and civil society, who then identifies individuals and funding for participants. Is this process still relevant?

Program Approach

In the last two years,(2005-2007), there has been increased funding of civil society or NGO's -as a result of UNDP being –active in trying to get good proposal's.

In the last three years, it is evident that lesser effort was made by both parties to efficiently collaborate and ensure that the project is still relevant and that appropriate reviews were made to measure its annual outcomes. This includes both measuring the objectives and reporting conditions. For example on the basis of project documentations and interviews there were no tripartite meetings for the years, 2003, 2004, and 2007.

It was often not very clear of the indicators used to measure outputs.

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(VII) Recommendations

- The RAS project must continue but should be reviewed consistently with MTDS priorities, and strengthen with the following:
 - Funding should marginally increase to target wider government agencies and other beneficiaries; it should also look at "broadening number of people vs. broadening number of projects.
 - 4th Activity, Pilot interventions should be clearly defined, and focus on the issue of ownership and sustainability.
 - The fund should not grow too big except accommodate in inflation because of the desired impact, and should remain flexible and have a strategic focus with longer term interventions well thought out.
 - The project should develop a mechanism which would target women and marginalized group to benefit from capacity building programs.
- The project must operate and remain at operational level to be effective and efficient, i.e. –Aid Co-coordinator & Management Division at the Department of National Planning & Monitoring
- Increase capacity to assess applications to ensure its relevance and appropriateness to the project
- Limit the beneficiaries from the implementing agency (Department of Planning & Monitoring), except for capacity building directly related to the project.
- Beneficiaries /institutions which do not provide reports after activities are funded should not benefit from the project. These reports must conform to the format prescribed and mutually agreed by the project.
- The increasing participation by Civil Society makes it necessary to extend PMC to include a representative from the Civil Society. The representative should be selected from an NGO of which should not be a beneficiary in the future.
- More group based activities should be funded rather than individually funded activities.

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(iii) ANNEXES

RAPID ADVISORY SERVICES PROJECT EVALUATION TERMS OF REFERENCE

Introduction and context

Very often it is the case that urgent Government needs with regard to policy development needs, mission support and training needs cannot be expeditiously accommodated resulting in the government missing out on opportunities that would enhance the development of policies and strategies in a changing global environment. Recognizing this need, UNDP conceived the idea of a Rapid Advisory Service (RAS) project, which provides funding on short notice to meet these needs.

In order for PNG to achieve the Millennium Development Goals (MDGs) and to cope with its development challenges through implementation of the Government's development and recovery agenda, a flexible project framework has been developed to facilitate a rapid response mechanism to urgent needs for policy advice and consultancy services. Additionally, institutional soft spots in the areas of primary importance to the government need to be addressed through adequate training and other capacity building interventions.

The project enhances the cooperation between the Government of Papua New Guinea and UNDP through strengthening of the overall aid management framework. The efficiency and impact of UNDP's development interventions will be increased through capacity building measures within UNDP resulting in an improved service delivery to the Government. This also includes attracting and retaining of best national and international professionals. Within this strengthened framework, pilot projects will be implemented that have the potential in becoming full-scale interventions attracting additional bi- and multi-lateral donor resources.

The intervention is of cross-cutting and strategic nature directly contributing to the achievement of the 3 main objectives of the United Nations Development Assistance Framework (UNDAF) 2003-2007 in Papua New Guinea: *Enhance leadership and participation, Improve access quality and delivery of basic services, and Improve regional and global integration.* These objectives are being pursued under the overarching development goal to achieve sustainable human development and poverty reduction. Specific emphasis is placed on measures, which enable the mainstreaming of gender issues into projects and programmes. Initiatives funded under the RAS facility are expected to actively mainstream these issues into their activities.

The Rapid Advisory Services will contribute to increased development effectiveness at the country level through focusing on building national capacities, promoting national ownership, advocating and fostering an enabling policy environment, promoting gender equity, and forging strategic partnerships.

RAS Project current state of affairs

The Project provided policy and capacity building services to the Government of Papua New Guinea to enable quick responses to emerging development challenges. This support is being realized through the funding of consultancies services, capacity building measures, pilot and preparatory interventions and activities that strengthen the cooperation and partnership between the Government and UNDP as well as international integration.

- Funding assistance to 8th Pacific Conference on Nature Conservation and Protected Areas: Conservation Serving Communities in a Rapidly Changing World.
- Funded participation of high-level government officials to a number of international workshops and conferences
- Various capacity building activities within Government
- Support to UNDP in-house capacity building and strengthening with regard to financial and resource management

The project has received positive feedback from partners regarding the RAS development and achieved results. Following over three years of implementation, UNDP and DNPM wish to conduct an external project evaluation and take stock of the achievements and constraints thus far, of what has been learned during this time, and to set out an agenda for the future. ✓

Scope of the evaluation

The evaluation process will consist of the following key tasks:

1. Review results achieved by individual activities under the RAS, focusing on:
 - i. results and impact of activities;
 - ii. number of activities supported;
 - iii. variety of activities supported;
2. Identify constraints and challenges faced with regard to:
 - i. project implementation and monitoring tools and role of the PMC
 - ii. results achieved by RAS recipients;
 - iii. acceptance of the Project and its relevance as seen from clients' perspective;
 - iv. future direction(s) for the RAS
3. Identify Project's areas of strength and competitive advantage and those that need improvement;
4. Assessment of the project management. The assessment should be based on RAS's management intention to establish a streamlined and flexible system.
5. Identifying potential future areas of expanded and improved involvement of local and external partners.

In order to fulfil the above tasks the expert/s will undertake the following:

- ❖ Review the RAS Project document, and all substantive reports produced until the evaluation period;
- ❖ Review RAS applications, completion reports and other documents that would contribute to gaining insight into the operation and success of the RAS;
- ❖ Interview key RAS stakeholders, including Steering Committee members, Project partners, government counterparts, donor organisation representatives, as well as project

RAS Project Evaluation TOR

Competencies	deadline situations.
Language	• Excellent writing, communication and interpersonal skills and ability to operate in multi-disciplinary environment. • Objectivity, impartiality and maturity, and judgment necessary to deal with delicate situations. • Demonstrated ability to assess complex situations in order to succinctly and clearly distil critical issues and draw forward looking conclusions. • Proven capacity for working across different sectors and institutional levels from policy and decision making, to administration and management, local government and communities. • An ability to assess institutional capacity and incentives, and formulate proposals for strengthening and improvement. • Strategic planning skills and experience in programme formulation. • Excellent facilitation skills in group discussions. • Demonstrated understanding of gender analysis and its applications to implementation of projects • Commitment to inclusive and participatory approaches to delivery of policy advice and technical assistance • Previous work experience in PNG and knowledge of the country will be an asset. • Proficiency in English is compulsory, knowledge of PNG local language an asset

Annex 1. Outline of the Evaluation report
(Suggested draft but subject to discussion and agreement with UNDP and DNPM)

1. Acronyms and Terms;
2. Executive Summary;
3. Introduction; ✓
4. PNG's development context in the area of capacity development within civil service;
5. Project Concept and Design Summary; ✓
6. Project Results;
7. Project Management;
8. Good Practices and Lessons learned; ✓
9. Next steps - Recommendations.

Annexes:

TORs

Documents consulted

List of people interviewed in the course of the evaluation

Key indicators

Overview of Strategic Results Framework

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List of Documents Collected:

- RAS Folders; 2004, 2005, 2006 and 2007
- Several heads of Departments interviewed.
- Annual Program / Project Report
- RAS project documents
- RAS APR
- RAS Audits
- UNDP Development Assistance Framework
- Country Programme Outline for Papua New Guinea (2003-2007)
- Asian Development Bank – Validation Report
- Combined Delivery Report by Activity With Encumbrance (2004-2007)
- Pans Declaration on Aid Effectiveness
- SBAA Between the Government of Papua New Guinea and The United Nations Development Programme

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List of People Consulted:

PEOPLE CONSULTED	POSITION	DEPARTMENT
John Hebe	Commissioner	National Youth Commission
Heather Rai	Advisor- Human Rights Division	Ombudsman Commission
Patrick Niebo	Head of Human Rights	Ombudsman Commission
Kingsley Lore	Assistant Secretary Multilateral	DNPM
Karl Sapol	Assistant Secretary Bilateral	DNPM
Willie Kewa	Senior Program Officer-UNDP	DNPM
Richert Tanda	UNDP Project	DNPM
Timothy Pyakalya	Deputy Secretary	Department of Health
Max Kep	Chairman	Office of Urbanisation
Joe Blow	Project Officer	Office of Urbanisation
Joseph Klapat	Secretary	Department of Community Development
Elias Wohenngu	Director Development Cooperation	Department of foreign Affairs & Trade
Romanus Pakurus	A/director	AIDS council
Emily Taule	Executive Director	Transparency International
Guim Kagl	Program Manager	United Nations Democratic Fund
Daniel George	Trainee Assistant	Transparency International
Damien Ase	Executive Director	CELCOR
Ruth Pune	Legal Officer	CELCOR
Jan-Jilles van der Hoeven	Deputy Resident Representative	UNDP
Michelle Rooney	Assistance Resident Representative	UNDP
Andrew Lepani	Program Officer	UNDP