



# ASSESSMENT OF DEVELOPMENT RESULTS EVALUATION OF UNDP CONTRIBUTION

# PAPUA NEW GUINEA



HUMAN DEVELOPMENT effectiveness COORDINATION AND PARTNERSHIP  
efficiency COORDINATION AND PARTNERSHIP sustainability  
NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS  
sustainability MANAGING FOR RESULTS responsiveness  
HUMAN DEVELOPMENT responsiveness NATIONAL OWNERSHIP  
NATIONAL OWNERSHIP effectiveness COORDINATION AND PARTNERSHIP  
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sustainability MANAGING FOR RESULTS responsiveness  
HUMAN DEVELOPMENT effectiveness COORDINATION AND PARTNERSHIP



**ASSESSMENT OF DEVELOPMENT RESULTS** **PAPUA NEW GUINEA**  
EVALUATION OF UNDP CONTRIBUTION

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### **ASSESSMENT OF DEVELOPMENT RESULTS: EVALUATION OF UNDP CONTRIBUTION – PAPUA NEW GUINEA**

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# FOREWORD

This is the report of an independent country-level evaluation conducted by the United Nations Development Programme (UNDP) Evaluation Office in 2011. The evaluation examines the strategic relevance and positioning of UNDP support and its contributions to development results in Papua New Guinea from 2003 to 2011. At the national level, the period of evaluation coincides with important efforts by the Government of Papua New Guinea. These include Vision 2050, the Papua New Guinea Development Strategic Plan 2010–2030, and five yearly Medium-Term Development Plans. Papua New Guinea has established many institutional arrangements for promoting good governance, has key monitoring and accountability structures in place, and is poised to make economic progress. However, development challenges remain in ensuring that many of the policies, laws and regulations are implemented effectively. Furthermore, the resource boom due to liquefied natural gas and rapid economic expansion has yet to generate a human development focus. The evaluation therefore comes at a critical time when UNDP has an opportunity to further strengthen the contributions it has made during the period being examined.

The evaluation found that UNDP contributions have been important in terms of responding to national priorities and government needs. During the period covered by the evaluation, UNDP technical support to the government strengthened institutional development and enhanced policy formulation. Although some of the areas were not key government priorities, UNDP interventions in the areas of Millennium Development Goal planning and monitoring, governance, HIV and AIDS, conflict prevention and recovery, energy and environment and disaster

risk management responded to key national needs and priorities. The evaluation also identified a number of areas in which UNDP needs to address specific challenges. These areas include ensuring national ownership and capacity development of all UNDP interventions, following a more systematic approach to programming and enhancing synergies among interventions. There are missed opportunities in the areas of governance and environment, which did not identify critical gaps for long-term support. In addition, the Assessment recommends that UNDP should have a more holistic approach on macro development issues, such as furthering achievement of the Millennium Development Goals, gender equality, and environment.

The Assessment of Development Results was carried out at an accelerated pace by the Evaluation Office in order to provide timely inputs for the new UNDP programme following the shortening of the current programme by one year in January 2011, and to meet its commitment to align with the 2011–2015 Medium-Term Development Plan. The evaluation has provided recommendations to allow UNDP to build on the lessons learned from its programme in the past years. I hope it will be useful for UNDP as well as its national and international partners in Papua New Guinea and that it will help UNDP continue to make a significant contributions to achieving national development goals.



Saraswathi Menon  
Director, UNDP Evaluation Office

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# ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
AIDS	Acquired Immune Deficiency Syndrome
AusAID	Australian Agency for International Development
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
DEC	Department for Environment and Conservation
DNPM	Department of National Planning and Monitoring
GDP	gross domestic product
GEF	Global Environment Facility
HIV	Human Immunodeficiency Virus
LLG	local-level governance
MDGs	Millennium Development Goals
MTDP	Medium-Term Development Plan
MTDS	Medium-Term Development Strategy
NSP	National HIV and AIDS Strategic Plan
REDD	Reduced Emissions from Deforestation and Forest Degradation
ROAR	Results Oriented Annual Report
TRAC	target for resource assignment from the core (of UNDP)
UN	United Nations
UNCT	United Nations Country Team
UNAIDS	Joint United Nations Programme on HIV and AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNGASS	Special session of the General Assembly on HIV and AIDS
UNIFEM	United Nations Development Fund for Women (now UN Women)
UNICEF	United Nations Children's Fund

# EXECUTIVE SUMMARY

This Assessment of Development Results (ADR) in Papua New Guinea is an independent country-level evaluation conducted in 2011 by the United Nations Development Programme (UNDP) Evaluation Office. The main objectives of the ADR were to assess overall UNDP performance and contributions and to draw lessons for future strategies—particularly for the next programming cycle. The ADR reviewed the period from 2002 to 2010, which includes the previous and the ongoing UNDP country programmes (2003–2007 and 2008–2012; abridged to 2011).

The evaluation had two main components: an analysis of how UNDP programme outcomes contributed to development results, and an analysis of UNDP-adopted strategies. The evaluation, following a standardized methodology for ADRs, examined all thematic areas of the UNDP programme. Specific criteria applied for the assessment included sustainability, strategic relevance, effectiveness, efficiency, and promotion of United Nations (UN) values. Under each criterion, specific sub-criteria and questions were used within a larger evaluation framework developed for the ADR. The ADR process entailed specific steps: background research, two country visits for evaluation scoping and for data gathering, report writing and quality assurance. Prior to finalization, the Government of Papua New Guinea, UNDP in Papua New Guinea and the Regional Bureau for Asia and the Pacific reviewed the ADR.

## UNDP PROGRAMME

The period spanned by this ADR, 2003–2011, covers two UNDP programme cycles that differ significantly—one is based on the United Nations Development Assistance Framework (UNDAF) approach; the other on the joint UN country programme model. The 2003–2007

UNDP country programme was aligned with the UNDAF for the same period and focused on good governance and poverty reduction as overarching goals, and identified nine outcomes under the thematic areas of poverty reduction, gender, human rights, sustainable development, employment, HIV and AIDS, the Millennium Development Goals (MDGs), and aid coordination. The 2008–2011 UNDP country programme is aligned with the priorities of the UN country programme and the government's Medium-Term Development Strategy (MTDS). It outlines four broad areas of support, which are: democratic governance, HIV and AIDS, poverty reduction, and environment and sustainable development. In the two country programmes from 2003 to 2011, UNDP programme spending was approximately \$40 million; 50 percent of which came from UNDP core funds.

## KEY FINDINGS

The ADR structures its analysis and findings to correspond with the key areas of UNDP support. The key findings of the ADR include:

**UNDP support to the preparation of the 2006 Human Development Report for the Autonomous Province of Bougainville, the 2004 and 2009 MDG reports, and for MDG-oriented national planning documents has been highly relevant. More efforts are required to strengthen national data systems that are key for MDG monitoring and national planning.**

UNDP interventions have been important, considering the slow progress in terms of MDG achievement, weak governmental capacities for MDG-oriented planning, weak data systems and overall lack of awareness of the MDGs. UNDP supported the Department of National Planning and Monitoring and other national bodies to

develop clearly defined targets and indicators on the MDGs and to integrate them as outcome indicators into the Logical Framework Matrix of the 2011–2015 Medium-term Development Plan (MTDP). As a result, the MTDP showed significant improvement over its predecessors in terms of MDG visibility. However, the reliability of the data upon which MTDP outcome indicators are based has not improved significantly.

The poor dissemination of the MDG report has been a matter of concern, particularly considering the need for increased awareness of MDG-related progress.

**UNDP provided support to governance institutions in Papua New Guinea, despite a challenging environment in terms of assistance to democratic governance. Further efforts are needed to follow up on pilot initiatives to better inform policy and planning.**

UNDP programmes provided flexible support to respond to continuous development challenges that the government encounters. Interventions, such as support to financial management at the provincial level, are critical to strengthening capacity of the local institutions. Though the provincial-level local governance programme is progressing well in terms of achieving specific outputs, it is too early to make observations on its contributions to development results in terms of improved service delivery at the sub-national level. Integration with other sub-national initiatives and government monitoring mechanisms (which are currently lacking) is important to strengthening decentralized fiscal systems.

Despite difficulties in continuing the Support to Parliament project, the project evaluation, stakeholders and development partners in Papua New Guinea found that the intervention was positive and commendable because it was initiated in a very volatile political climate. However, in the past years UNDP made very few attempts to re-establish cooperation with parliamentary structures or to find alternative routes to address the planned country programme document

outputs. UNDP also missed opportunities in terms of not following up the pilot programmes on voter education and corruption.

**UNDP has been actively supporting and strengthening government initiatives, policy formulation and monitoring institutions aimed at reducing HIV and AIDS. UNDP support to establishing the Monitoring and Evaluation Unit at the National AIDS Council Secretariat was one of its most important contributions to development results. However, more efforts will be required in order to strengthen the National AIDS Council Secretariat's capacities.**

UNDP supported the enactment of the 2003 HIV and AIDS Management and Prevention Act, which provided a formal legal basis for protecting the basic human rights of people living with HIV and AIDS. UNDP initiatives (e.g. support to leadership development), served as catalysts and helped create the necessary political will and government support for institutional and legal reforms in the national response to HIV and AIDS.

In recent years, the Monitoring and Evaluation Unit faced numerous challenges in data gathering, primarily due to weak capacities at the provincial and district levels. Efforts towards strengthening the National AIDS Council Secretariat's capacities to better coordinate HIV and AIDS-related activities were not evident. More efforts will also be required in order to strengthen civil society organizations' capacities and to include them in the HIV and AIDS response.

**Recognizing the country's international environmental obligations and the value of the Papua New Guinea environment, UNDP made the environment and energy thematic area its third largest in terms of financial resources. A good foundation for promoting environmental sustainability has been laid; however, this does not seem to contribute directly to the thematic area's overarching outcome.**

UNDP has not been very effective in its environment and energy portfolio of projects; no output has been fully achieved, and only slight progress has been made towards the overarching country programme outcome.

The UNDP response was relevant in general, but it appears to be somewhat ad hoc and not proceeding according to a well-founded strategic approach. For example, foundational land-use planning interventions could underpin the Protected Areas Programme to identify and secure areas of high ecological and biodiversity value. Such interventions could also provide a basis for decisions in the face of liquefied natural gas developments, mining, and other consumptive land use developments, or serve as the basis for thorough and effective environmental impact assessment processes.

**Given Papua New Guinea's elevated exposure, UNDP interventions in support of disaster risk management are highly relevant. In providing assistance to national planning in disaster risk reduction and management, UNDP initiatives made important achievements in terms of furthering the disaster management agenda to higher levels of government development planning.**

UNDP activities and advocacy contributed to including disaster risk management in the 2010–2030 Development Strategic Plan and as a cross-cutting issue in the 2011–2015 MTDP, although these plans have yet to be implemented. Though these documents do indicate which disaster risk management policies and legislation initiatives need reform and updating, there is no current strategic-level document that includes all the recommendations or that provides an effective implementation-oriented document that lists the specific needs and activities necessary to achieve the Papua New Guinea Development Strategic Plan and the MTDP targets. UNDP recently initiated a programme to integrate disaster risk management into the development planning and budgeting of three key departments: the Department of National Planning and Monitoring, the Department of Education and the Department of Physical Planning. However, it is too early to

assess the results of this disaster risk management institutional coordination initiative.

Comprehensive disaster risk management work plans have been developed for the Autonomous Region of Bougainville and the provinces of Oro and the Eastern Highlands. As a result of these interventions, four high-risk provinces in Papua New Guinea have functional, staffed disaster management offices with formally established provincial Disaster Management Committees. The sustainability of the committees and contingency planning, however, remain a challenge, due to a lack of provincial government support.

**In the Autonomous Region of Bougainville, the UNDP programme complemented government efforts by facilitating the implementation of national development strategies and policies. UNDP contributions have been important in incorporating the Bougainville chapter into the MTDS in order to reflect the needs of the region and the formulation of the 2005–2010 Bougainville Corporate Plan.**

UNDP provided technical support to the Prime Minister's Department for the National Security Policy for establishing an Interdepartmental Committee on Small Arms Control and for collecting and analysing armed violence reduction data. UNDP also provided assistance for the formulation of the Autonomous Bougainville Government's Peace, Reconciliation and Weapons Disposal Policy and for establishing the Autonomous Bougainville Government Peace Division.

UNDP work concentrated on reconciliation, weapons disposal, human rights, support to the Council of Elders and technical assistance to the Autonomous Bougainville Government. The early period of weapons disposal was not fully successful, reflecting the associated complexities. The programme's main weakness stemmed from UNDP taking on a high-profile weapons disposal programme that UNDP and its Autonomous Bougainville Government counterpart were ill-equipped to implement. The programme's strength, however, has been the support given to local-level peace and reconciliation initiatives.

Positive contributions were made through support to rehabilitation efforts, such as the Community Trauma Programme and peace fairs through the Nazareth Centre for Rehabilitation.

Overall, the conflict prevention and resolution programme has been partially effective in achieving both outcome areas, although national-level achievements and achievements in provinces outside Bougainville have been limited. Lack of continuity, decreasing financial resources, poor monitoring, time-consuming recruitment and the insufficient technical capacity of staff were some of the constraints in achieving intended outcomes.

**Despite the complex nature of the issues involved and the challenging political context in Papua New Guinea, UNDP consistently extended support to gender equality and women's empowerment in both country programmes.**

There was considerable evidence that UNDP was committed to addressing gender inequalities in public and political spaces and that UNDP consistently supported policy formulation and facilitated policy discussions. UNDP also actively participated in joint UN initiatives that addressed gender-related issues. However, it is premature to make observations on contributions to results in this challenging development issue.

UNDP interventions focused on support for efforts to reserve legislative seats for women in the Parliament. UNDP adopted an inclusive and nationally driven process that included capacity-building initiatives for the government, partners, potential women candidates and advocacy groups. UNDP provided technical assistance for drafting legal documents and for extensive consultations. These efforts have resulted in the women's Equality and Participation bill now before Parliament.

The progress of UNDP initiatives to support the government in reducing gender-based violence has been slow. Though gender-based violence is an extraordinarily complex issue, UNDP efforts lacked the required urgency to address this problem.

## CONCLUSIONS AND RECOMMENDATIONS

UNDP made varied contributions across programme areas. While factors such as complex development issues and a challenging political environment constrained meaningful results contributions, the country programme lacked a systematic and deliberate approach to addressing key development needs. This was evident particularly in the areas of MDG planning, governance, environment, gender and reconciliation and recovery. The following are the main conclusions and recommendations.

### CONCLUSIONS

1. UNDP contributions have been important in terms of the response to national priorities and government needs amidst a complex political context. During the two country programmes cycles under review, UNDP technical support was critical to key government departments. Although many outputs were achieved, contributions to long-term development results were limited.
2. UNDP support to MDG planning and preparation of MDG reports has been important. The emphasis given in the programme to these issues, however, is not commensurate with the needs in the country and does not reflect the complexity of issues. UNDP was not successful in using its programme interventions in the area of gender, environment or governance to further MDG planning and reporting. There was a missed opportunity in supporting the National Statistics Office to strengthen data collection mechanisms, which are critical for MDG reporting. While UNDP is engaged in MDG awareness-raising advocacy, more efforts are needed at both the national and sub-national levels in order to integrate MDGs in planning.
3. In the face of strong cultural and traditional resistance, UNDP has supported efforts to address gender inequality and gender-based violence in Papua New Guinea; UNDP has

contributed to taking forward the national discussion on the subject. While it is too soon to expect concrete results related to gender equality, the UNDP approach was not holistic and was too narrowly focused on a single issue (women in parliament), losing the opportunity of more tangible gender equality outcomes.

4. UNDP has responded to a number of Papua New Guinea's environmental needs and is supporting government efforts to meet international commitments on biodiversity and climate change. However, the UNDP response has neither been cohesive nor strategic and the content and approach of UNDP interventions is influenced by funding sources. Considering the importance of a sustainable environment for Papua New Guinea, UNDP could have put in more efforts in supporting the government to integrate environment issues in national planning as a key development priority.
5. UNDP contributions to reconciliation and recovery in Bougainville had mixed outcomes. While demobilization was challenging given the complexity of issues, UNDP support to the national government in policy formulation, strengthening the Autonomous Bougainville Government's capacities, and to the reconciliation process has created a more enabling environment. Lack of an integrated approach to addressing multidimensional issues into reconciliation and fragmented interventions constrained UNDP contribution.
6. UNDP put significant effort into addressing the HIV and AIDS epidemic. The UNDP Leadership Development Programme served as a catalyst and created the necessary political will to support important HIV and AIDS-related initiatives. UNDP needs to maintain the momentum generated by refocusing its support to strengthening the capacity of the Special Parliamentary Committee and the National AIDS Council Secretariat.
7. UNDP has yet to utilize fully its comparative advantage in the area of governance. While

UNDP activities in this area largely complement the government's work, the sustainability and scaling up of some UNDP support activities would have been further enhanced with better partnerships with government and other development partners.

UNDP is not only a key agency in the areas of governance, but also it has high levels of credibility and is seen as an impartial agency without ulterior or political motives. UNDP should further leverage its corporate advantage in this area and its political acceptability to address some of the key governance issues, such as fair elections, transparency in governance, human rights, stability of political parties and the development of effective civil society structures.

8. In disaster risk management, UNDP technical support contributed to building institutional systems and developing policies. UNDP needs a more coherent programme to enable better coordination among government agencies at the national level, and to strengthen disaster risk management at the local level.
9. One of the weak areas of the UNDP programme, both in design and in implementation, is the lack of attention paid to addressing cross-cutting issues such as the MDGs, gender equality, human rights, capacity development and HIV and AIDS. Lack of synergies between different programme areas further undermined addressing cross-cutting issues.
10. UNDP programme contributions would have further benefited from a balanced approach to upstream and downstream support. The Papua New Guinea context requires sub-national and community-level support to augment UNDP upstream support. UNDP needs strategic partnerships to further strengthen programmes at the sub-national and community levels.
11. Lack of a long-term approach to capacity development is an area of concern in Papua New Guinea. Although UNDP has addressed

capacity development in various government institutions through a number of interventions, the approach has not been strategic. Lack of needs assessments and no time-frame made capacity development initiatives mere substitutions of capacity gaps.

12. As a self-starter, the UN country programme in Papua New Guinea has made considerable progress in moving towards Delivering as One UN, and UNDP contributions have been important towards this. While the UN country programme responded to the need for more effective development cooperation, there is further need for consolidating cooperation between agencies and taking forward the momentum gained in Papua New Guinea. More importantly, there is need for greater engagement with the government and for a more strategic UN country programme.

The UN system in general, and UNDP in particular, needs to further strengthen the engagement of government agencies. While the government is positive about the Delivering as One UN programme, lack of clarity of what it entails undermines managing results.

13. The efficiency of UNDP support was undermined by weak programme design, lack of synergies between thematic areas and between complementary themes. UNDP also had difficulties in timely funds disbursement.

## RECOMMENDATIONS

These recommendations consolidate the findings and conclusions of the evaluation and are primarily focused on UNDP priority issues.

1. For more sustainable contributions to development results, 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 in each thematic area as well as for the UNDP programme as a whole. UNDP should pay specific attention to

improving synergies between complementary programme areas. UNDP programme strategy should also address programme implementation challenges in Papua New Guinea.

2. UNDP should strive for a balance between its upstream and downstream work and further increase its support at the provincial and community level. The UNDP programme should focus on strengthening capacities at the sub-national and local levels.
3. UNDP should put more emphasis on supporting MDG planning and monitoring. UNDP support should specifically include localized MDG planning in order to accelerate progress towards MDGs. UNDP should leverage on its ongoing efforts in the area of gender equality, HIV and AIDS and environment to better contribute to MDG planning.
4. 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.
5. Given the importance of linkages between sustainable environment, land use and livelihoods in Papua New Guinea, UNDP should refocus its work in the environment sector. UNDP should support an institutional analysis and capacity assessment of the Department of Environment and Conservation in order to facilitate establishing indicators for capacity development. Considering the inadequate attention paid to the environment in the MTDS, specific attention is required in the forthcoming programme in order to integrate environmental issues into national policy and planning.
6. 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.
7. UNDP needs to establish and nurture strategic partnerships to complement its

expertise and supplement its resources. There is need to further strengthen the nature of partnerships and partnership arrangements with government departments.

8. 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.

UNDP needs to pay sufficient attention to mainstreaming gender equality across its programmes, irrespective of specific interventions related to women's empowerment or gender equality. There is need for specific

resource allocation in programme planning and implementation for addressing cross-cutting issues.

9. UNDP should strengthen programme planning and management in the forthcoming programme. Urgent measures should be taken to strengthen programme monitoring and reporting systems. UNDP has several capacity development projects and components. Such projects must be preceded by a needs assessment, and baselines must be identified. Projects should have a realistic time-frame and plan for disengagement and handing over.

## Chapter 1

# INTRODUCTION

### 1.1 OBJECTIVE AND SCOPE OF THE EVALUATION

In 2011, the Evaluation Office of the United Nations Development Programme (UNDP) conducted an independent country-level evaluation in Papua New Guinea. The Assessment of Development Results (ADR) analysed UNDP contributions to development results in Papua New Guinea and the effectiveness of UNDP strategy in facilitating and leveraging national efforts to achieve development results. The period reviewed coincides with the previous and the ongoing UNDP country programmes (2002–2007 and 2008–2012; abridged to 2011). The objectives of the ADR were to:

- Support the UNDP Administrator’s accountability function in reporting to the UNDP Executive Board. The ADR will be made available to Executive Board members when the new Papua New Guinea country programme is presented in September 2011;
- Support greater UNDP accountability to national stakeholders and partners in the programme country; and
- Serve as a means of quality assurance for UNDP interventions at the country level and to contribute to learning at the corporate, regional and country levels. The evaluation is intended to provide inputs to the 2012 UNDP country programme and its role in other United Nations programmes scheduled for the same year.

This was the first ADR conducted in Papua New Guinea, taking place towards the end of the current 2008–2011 UNDP programme

cycle. While primarily focused on the current country programme, the ADR also covered ongoing projects that had started in the previous programme period.<sup>1</sup> The evaluation covered programmatic and non-programmatic UNDP contributions in areas such as:

- Support to Millennium Development Goal-based planning;
- Energy, environment and climate change;
- Support to strengthening governance systems at the national and provincial levels;
- Gender equality;
- Addressing gender-based violence;
- Support to crisis prevention and recovery in Bougainville;
- Natural disaster vulnerability reduction; and
- HIV and AIDS.

### 1.2 METHODOLOGY

The ADR assessed UNDP contributions to national efforts that addressed development challenges, encompassing the social, economic and political spheres. It examined key results, specifically outcomes (anticipated and unanticipated, positive and negative) and covered UNDP assistance funded from both core and non-core resources. The evaluation has two main components: an analysis of UNDP contributions to development results through its programme outcomes, and the strategies UNDP has adopted (see Annex 1 for the ADR terms of reference). For each component, the evaluation used a set of

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1 See: United Nations, ‘United Nations Country Programme Papua New Guinea 2008–12: A Partnership for Nation Building’, Port Moresby, 2007; UNDP, ‘Country Programme Document 2009–2012: Papua New Guinea’, 2007a; and UNDP, ‘Country Programme Outline for Papua New Guinea (2003–07)’, discussion document for the Meeting of the Executive Board of UNDP and the United Nations Population Fund, Second Regular Session, New York, 2002.

evaluation criteria (see Box) and a set of questions that are fundamental to assessing contributions to development results (see Annex 2 for questions used to address each criterion).

The analysis of UNDP contributions to Papua New Guinea development results was based on UNDP programme activities, seeking results indicators within programme and project design. Project and outcome analysis was the basis for evaluating contribution to results. The portfolio comprised 39 projects and a number of non-project activities during the eight years being assessed. The positioning and strategies of UNDP were analysed both from the perspective of the organization's mandate and the development and humanitarian needs and priorities in the country as agreed and as they emerged. This entailed systematic analyses of the UNDP place and niche within the development and policy space in the country, and the strategies and approaches UNDP adopted to maximize its contributions.

The ADR addressed significant cross-cutting factors important for UNDP contribution to development results, which include human

rights, gender equality, capacity development, South-South cooperation, partnerships for development and coordination of UN and other development assistance.

The ongoing programme is a component of the common UN country programme, and the UN Country Team is preparing a similar one for the upcoming programme. The ADR therefore examined lessons of the ongoing joint UN programme, implications for UNDP programming and contribution to national development results.

## DATA COLLECTION

The ADR drew conclusions based on triangulation of evidence from different methods and sources (secondary and primary). Sources included a desk review of available documentation, and information and data collected during interviews with key informants. While collecting evaluative evidence to identify UNDP contributions, the evaluation team applied the following approach:

- Understand the nature of UNDP interventions (what did the interventions do exactly?)

### Box. Evaluation criteria

**Relevance:** How relevant is UNDP to national development challenges and priorities as identified by the government in line with best practices of development? What has been the degree of coherence of the UNDP programme to human development needs, the UNDP mandate, existing country strategies and policies, adequacy of financial/human resources, and according to standards and recognized good practices?

**Effectiveness:** How effective has UNDP been in achieving its objectives, specifically the outcomes contained in its programming documents, and whether results, positive or negative, intended or unintended, were generated. Did it set in dynamic changes and processes that have potential to contribute to long-term outcomes?

**Efficiency:** Has UNDP made good use of its financial and human resources? Were UNDP resources focused on the set of activities that were expected to produce significant results? Could it have achieved more with the same resources or made the same contributions with fewer resources? Were there any identified synergies between UNDP interventions that contributed to reducing costs while supporting results?

**Promotion of UN values:** Did UNDP promote its work from a human development perspective? Did UNDP contribute to an improvement in people's lives, especially among the poorest and most marginalized? Is UNDP in particular effectively supporting government efforts to promote Millennium Development Goals in developing countries? To what extent was the UNDP programme designed to appropriately incorporate into each outcome area contributions to the attainment of gender equality? Is UNDP considered capable of providing leadership and contributing to substantive and high-level policy dialogues on human development issues in the country, particularly on potentially sensitive issues?

**Sustainability:** Have the results to which UNDP contributed been sustainable? Will the results and benefits generated continue with a lower level of support? What is the probability of continued long-term benefits?

and document the nature of ‘value addition’ by UNDP interventions (e.g. technical skills and expertise, conceptual frameworks and methods that were not present before);

- Apply the ‘before and after’ criterion (which situation prevailed before the UNDP intervention and how has it since changed?) and check through interviews and document evidence for alternative explanations; and
- To the extent feasible, collect counterfactual evidence—the situation without UNDP intervention.

Because some UNDP projects that contributed to an outcome or long-term development objective were at different stages of implementation or concluded at different periods, it was not always possible to determine the projects’ contribution to results. The ADR, in such cases, documented observable progress and tried to ascertain the possibility of achieving the outcome given the programme design and measures in place to achieve the outcome.

Triangulation was used to ensure that empirical evidence collected from one source was validated by at least two other sources. For example, documentation in reports was validated by interviews or surveys. Where information was only available from consultations, the evaluation team sought to corroborate opinions expressed and information given by posing the same questions to more than one interviewee.

### **Secondary data**

In preparation for the ADR, the Evaluation Office identified an initial list of background and programme-related documents and made them available to the evaluation team in an ADR Web portal. During the main mission, the evaluation team collected additional and more country-specific documentation. The following secondary data was reviewed:

- Background documents on the national context, including cross-cutting and sectoral plans and policies prepared by the government, documents prepared by international

partners during the period under review and documents prepared by UN system agencies;

- Project documents for completed, ongoing or proposed UNDP projects, including preparatory phase documents;
- The majority of available project progress reports;
- The majority of project outputs, strategic plans, and policy and legislative proposals; and
- Evaluations conducted by the country office and UNDP donors.

A full list of key documents reviewed (including decentralized evaluations) is provided in Annex 3. Evaluations in the area of post-conflict support, environment and energy and HIV and AIDS provided a basis for additional data collection. The evaluation evidence of the decentralized evaluations is not uniform; the evaluation team triangulated with other primary and secondary data while using the evidence and conclusions of the decentralized evaluations.

### **Field visits and people consulted**

The ADR reviewed all 39 projects in the two country programmes reviewed. With consideration for security issues and the difficulties in transportation to field sites, field visits were made to Buka, Goroka and Madang.

The selection of the programme components for field visits was based on:

- Coverage of all programme outcomes as outlined in UNDP country programme documents. This also included the thematic areas of UNDP programme support, such as governance, crisis prevention and recovery (support to peace and disaster risk management), gender equality, environment and energy;
- All programme components that involved policy support and located in Port Moresby;
- A balance of upstream and downstream projects; and
- Implementation difficulties arising from security concerns.

Consultations were held with 153 stakeholders (see Annex 4 for a list of persons met and consulted with), primarily in Port Moresby but also in Buka, Goroka and Madang. In the UNDP country office in Port Moresby, consultations ranged from a focus on specific projects to non-project interventions and a wide-range of country-specific development topics. Consultations with government officials, non-governmental organizations and the private sector focused almost exclusively on specific interventions. Of the persons consulted, 17 were UNDP staff, 15 were from other UN agencies, 29 were from central government, 14 were from the Autonomous Bougainville Government, 11 were from other partners (e.g. embassies), 29 were from non-governmental organizations, 14 were project personnel or otherwise associated with projects, 6 were community members, 17 were from national organizations, and 1 was from the private sector.

At the provincial level, the evaluation team consulted with officials of the provincial administration, women's groups, non-governmental organizations and community members. The team also visited beneficiaries of projects and project sites to see and hear about the results achieved through UNDP interventions.

## **PROCESS**

The UNDP programme in Papua New Guinea was abridged by one year in order to align with the national development framework. Therefore, the new country programme is scheduled to be presented to the September 2011 Executive Board instead of June 2012 Executive Board. This change in time-frame had consequences for the conduct of the ADR, and the ADR process was accelerated to accommodate country office requirements to meet the advanced programming deadlines.

The evaluation process comprised three main phases. The preparation phase included the development of the terms of reference and the evaluation design. The Evaluation Office Task Manager carried out the scoping mission, which led to the outlining of the evaluation design and

preparation of the inception report. This was followed by selection of the evaluation team, which comprised three international professionals and a national adviser. While efforts were made to constitute a national evaluation reference group comprising government and other key stakeholders, this could not be achieved due to short time-frame of the evaluation.

The second phase comprised data collection and analysis. Data collection was guided by the evaluation matrix. The assessment of programme outcomes allowed the evaluation team to make linkages to the overall development context and UNDP contributions to national development results. After a preliminary analysis of the data collected, the evaluation team provided initial observations and findings to the country office.

The third phase comprised further analysis and preparation of the evaluation report. The evaluation report was reviewed by Evaluation Office reviewers, and an external development professional with considerable country and regional experience and evaluation expertise. The final report took into account comments received from the government, the Regional Bureau for the Asia and the Pacific and the UNDP country office. The ADR will be presented to the UNDP Executive Board in September 2011.

## **LIMITATIONS AND DIFFICULTIES ENCOUNTERED**

The evaluation would have benefited had the country office better organized meetings with key national stakeholders. Some meetings with national and provincial government officials could not take place because UNDP could not make the necessary arrangements in time.

Weak information systems, documentation and lack of institutional memory posed challenges in collecting programme information. For the ongoing country programme, the country office adopted the annual work plan approach without project documents, which posed difficulties to assess progress towards outcomes.

## Chapter 2

# DEVELOPMENT CONTEXT AND CHALLENGES

### 2.1 GOVERNMENT POLICIES

Papua New Guinea's development progress since gaining independence in 1975 has been interspersed with periods of economic progress and poor performance. In the past decade, the government has made efforts to address critical development challenges. The national strategies and policies being implemented are aimed at social and economic progress at the national and sub-national levels. These include Vision 2050, Papua New Guinea Development Strategic Plan 2010–2030, and five yearly Medium-Term Development Plans (MTDPs), Medium-Term Development Strategy (MTDS). Vision 2050 maps out Papua New Guinea's development initiatives for the next 40 years with priorities underpinning economic growth and development. The Papua New Guinea Development Strategic Plan and the MTDPs translate Vision 2050 into directions for economic policies, public policies and sector interventions with clear objectives, targets and indicators.

The 2005–2010 MTDS priority areas include: rehabilitation and maintenance of transport infrastructure, promotion of income earning opportunities, basic education, development oriented informal adult education, primary health care, HIV and AIDS prevention and law and justice. The 2005–2010 MTDS does not include gender equality, gender-based violence or environment as priority areas.

The 2011–2015 MTDP, guided by the Papua New Guinea Development Strategic Plan, outlines resource for development efforts in key policy areas under the Public Investment

Programme. It aims to increase economic growth, spreading the benefits of growth to overcome inequalities in opportunities in Papua New Guinea. The Millennium Development Goals (MDGs) are integrated into the current MTDP. A conducive environment (e.g. a stable political environment and productive and proactive public service machineries) is recognized as a necessary precondition for implementing the MTDP, and it incorporates measures to ensure this. The priority areas for the 2011–2015 MTDP include:

- Unlocking land for development;
- Improving law, justice and order;
- Establishing quality national transport corridors that connect rural populations to markets and services;
- Promoting higher and technical education to redress severe skills shortages within Papua New Guinea's labour force;
- Providing universal access to quality primary and secondary education;
- Providing access to the key utilities of electricity, clean water and sanitation, and communications; and
- Improving health outcomes.<sup>2</sup>

While Papua New Guinea is poised to make economic progress, several development challenges remain (e.g. issues related to governance and economic management, rule of law, and citizen participation in development processes). Papua New Guinea has established many institutional arrangements for promoting good

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2 See <[www.unescap.org/pdd/calendar/CSN-Cambodia-Dec10/Papers-Presentations/PapuaNewGuinea\\_PPT.pdf](http://www.unescap.org/pdd/calendar/CSN-Cambodia-Dec10/Papers-Presentations/PapuaNewGuinea_PPT.pdf)>.

governance, with key monitoring and accountability structures in place. However, difficulties remain in ensuring that many of the policies, laws and regulations are implemented effectively.

## 2.2 ECONOMIC GROWTH

Papua New Guinea recorded gross domestic product (GDP) growth of 3 percent annually from 2003 to 2005. While GDP growth was 2.3 percent in 2006, there was significant increase in 2007 to 7.2 percent, tapering to 6.7 percent and 5.5 percent in 2008 and 2009 respectively.<sup>3</sup> Despite the global downturn, Papua New Guinea's economy continued to grow in 2009. It is estimated that GDP will grow at 8.5 percent in 2011 before moderating to 6.5 percent in 2012.<sup>4</sup>

Papua New Guinea's economy is highly dualistic. It includes a large-scale but isolated natural resources-based export sector (minerals, petroleum, timber, fish, and plantation tree crops), which provides revenue to support a small, urban formal sector and the public sector. However, the subsistence and semi-subsistence rural economy supports more than 80 percent of the population. There are signs that parts of the economy may go through changes as a result of anticipated increases in investments and spending, or factors such as bottlenecks in transport and construction.<sup>5</sup>

The economy in Papua New Guinea is highly dependent on imports for manufactured goods. Its industrial sector (exclusive of mining) accounts for only 9 percent of GDP and contributes little to exports. Papua New Guinea is richly endowed with oil, natural gas, gold, copper and other minerals. In 2006, minerals and oil export receipts accounted for 82 percent of GDP. A

consortium led by Exxon/Mobil signed a final investment decision in December 2009 to begin the commercialization of the country's estimated 22.5 trillion cubic feet of natural gas reserves through the construction of a liquefied natural gas production facility.<sup>6</sup>

## 2.3 POVERTY REDUCTION

Poverty in Papua New Guinea is defined in the draft 'Papua New Guinea Poverty Reduction Strategy Paper'<sup>7</sup> as a "lack of access to economic and financial growth opportunities and inefficient delivery of, and lack of access to, basic services." Between 1981 and 2005, extreme poverty (\$1.25 per day) remained at 29 percent and vulnerability (\$2 per day) at about 51 percent.<sup>8</sup> The 41 percent poverty rate in rural areas was higher by 2.5 times in urban areas (16 percent). In 2004, The World Bank<sup>9</sup> indicated that those below the poverty line (in both rural and urban areas), comprised 54 percent of the population.

One of the key issues of urban poverty is the lack of access to land and adequate housing, services and infrastructure. Many workers in the formal sector and government departments are living in settlements because there is a lack of adequate and affordable housing and house prices are greater than the average person's ability to afford. This disparity in housing prices and average income is particularly acute in Port Moresby.

Lack of time-series data in Papua New Guinea makes it challenging to analyse development progress over time. For example, data on poverty is outdated, unreliable, not disaggregated and fragmented. The last 'Household Income and

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3 Government of Papua New Guinea; International Monetary Fund, 2010.

4 Asian Development Bank, 2011.

5 Asian Development Bank, 2011.

6 Government of Papua New Guinea, 'Liquefied Natural Gas in Papua New Guinea', 2011.

7 Government of Papua New Guinea, 'National Urbanization Policy 2010–2030,' Office of Urbanization, Port Moresby, 2010c.

8 Asian Development Bank, 2008.

9 The World Bank, 'Papua New Guinea Poverty Assessment', June 2004.

Expenditure Survey' was conducted in 1996 and is the only accurate and official assessment of poverty undertaken (the recent 2010 Expenditure Survey is currently being analysed). This will provide a basis for comparison with development indicators, as the same methodology for calculating poverty is used for both data sets.

In Papua New Guinea, approximately 87 percent of the population (of which about 60 percent are women), relies on the informal sector for their livelihood. This sector has flourished and is a feature of urban and rural life. An important feature is subsistence activities, such as trading and bartering, which are not based on cash incomes. These activities enable urban dwellers to survive the demands and socio-economic pressures of life.<sup>10</sup> There is also an informal social security network that relies heavily on *wantoks*, people from the same ethnic group. This social security network supports relatives and *wantoks* to survive within urban areas. Unfortunately, these networks often lead to social problems within families as budgets are stretched and the immediate family has difficulty making ends meet.

Between 1980 and 2010, the Papua New Guinea's Human Development Index rose by 1.3 percent annually, from 0.295 in 1980 to 0.431 in 2010. In 2010, Papua New Guinea ranked 137 out of 169 countries with comparable data. The Human Development Index of East Asia and the Pacific as a region increased from 0.391 in 1980 to 0.650 in 2010, placing Papua New Guinea below the regional average.

## 2.4 MILLENNIUM DEVELOPMENT GOALS

The Government of Papua New Guinea made commitments to link its national development strategies to the MDGs (in particular, the 1997–2002 MTDS and the 2005–2010 MTDS).<sup>11</sup>

During the same period there have also been two progress reports on MDG achievement. The 'Papua New Guinea MDG Report 2004' points to limited progress in certain areas, MDG 2: Achieve Universal Primary Education and MDG 4: Reduce Child Mortality. The Report also noted a lack of progress and stagnation for MDG 3: Promote Gender Equality and Empower Women, MDG 5: Improve Maternal Health and MDG 7: Ensure Environmental Sustainability. For MDG 6: Combat HIV and AIDS, Malaria and Other Diseases, the Report recorded a deteriorating situation, as the national prevalence for other diseases covered by this goal increased substantially.<sup>12</sup>

The government made specific efforts to improve progress in achieving the MDGs. In 2003 and 2004, the Department of National Planning and Monitoring established a committee to review the global MDG targets. The committee concluded that, "for practical purposes and especially for planning and monitoring in Papua New Guinea, it would be more meaningful to develop a set of national 'tailored' targets" adapted to the local context and addressing the national priorities laid down in the existing MTDS. The national MDG targets were adopted and incorporated into the 2005–2010 MTDS in the form of a table in the final chapter dedicated to evaluation and monitoring.<sup>13</sup> The inclusion of the country-specific targets and indicators for MDGs in the 2005–2010 MTDS is a significant response to improve the likelihood of achieving the MDGs. However, further emphasis was found to be needed to address other MDG priorities, particularly eradicating extreme poverty, improving maternal health, and promoting gender equality and empowering women. Lack of accurate baselines or targets for the identified priorities in the MTDS constrained informed budgetary allocations. Further, the 2004 MDG Report

10 Government of Papua New Guinea, 'National Urbanization Policy 2010–2030,' Office of Urbanization, Port Moresby, 2010c.

11 Mission to support preparation of programme of support to achievement of the Millennium Development Goals in Papua New Guinea, 10–26 October 2005.

12 Government of Papua New Guinea and UNDP, 'Millennium Development Goals: First National Progress Report 2004 for Papua New Guinea', Department of National Planning and Monitoring, Port Moresby, 2004.

13 Government of Papua New Guinea and UNDP, 'Millennium Development Goals: Second National Progress Summary Report 2009 for Papua New Guinea', Department of National Planning and Monitoring, Port Moresby, 2009.

recognized that the lack of reliable statistical data constrained development planning and made monitoring MDG achievement progress difficult.

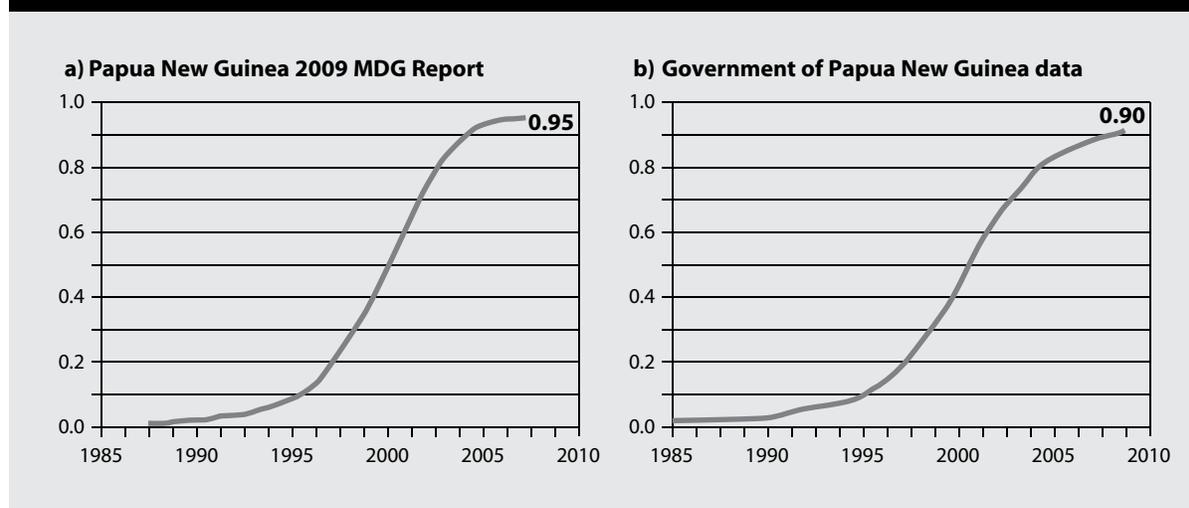
In 2009, the government prepared a summary report on MDGs progress, the ‘Papua New Guinea MDG Report 2009’ (a comprehensive MDG progress report has yet to be approved by the government). The report acknowledges that the pace of progress towards achieving the MDGs has not been desirable and that Papua New Guinea is not on track with regard to any of the global MDGs. While there was potential to achieve some of the country-specific MDG targets, the international targets were less likely to be achieved (see Annex 4).

## 2.5 HIV AND AIDS

In 2002, HIV prevalence surpassed 1 percent among antenatal clinic clients at the Port Moresby General Hospital. In 2004, Papua New Guinea became the fourth country in the Asia

Pacific region to declare a generalized HIV and AIDS epidemic. In 2009, 3,711 newly diagnosed HIV infections were reported, bringing the total cumulative HIV infections to 27,401 by the end of December 2009.<sup>14</sup> The national HIV and AIDS Strategy for 2011–2015 estimated the prevalence rate at 0.9 in 2010, a decrease from 1.6 in 2005.<sup>15</sup> More women (71 percent in 2008; 68 percent in 2009) than men (29 percent in 2008; 32 percent in 2009) have been reported with HIV infection, which could be due to the greater number of women being tested. Although the percentages are the same, the absolute number of infected children (less than 15 years) continues to increase from 112 (4.0 percent) in 2008 to 150 (4.0 percent) in 2009.<sup>16</sup> Different reports vary in their estimation of the prevalence rate. The 2009 MDG Report pointed that the national prevalence rate in 2009 is 0.95, and the National Department of Health and the National AIDS Council Secretariat estimates for the same year indicate 0.90, as illustrated in the Figure 1.

**Figure 1. National HIV prevalence rate, through 2009**



Sources: a) Government of Papua New Guinea and UNDP, ‘Millennium Development Goals: Second National Progress Summary Report 2009 for Papua New Guinea’, Department of National Planning and Monitoring, Port Moresby, 2009; b) National Department of Health and National AIDS Council Secretariat 2009 estimates.

14 Government of Papua New Guinea, ‘2009 STI, HIV/AIDS Annual Surveillance Report’, National Department of Health, 2010a.

15 Government of Papua New Guinea, ‘Papua New Guinea: National HIV and AIDS Strategy: 2011–2015’, National AIDS Council of Papua New Guinea, 2010f.

16 Ibid. See <[www.usaid.gov/country/png/png\\_intro.cfm](http://www.usaid.gov/country/png/png_intro.cfm)>.

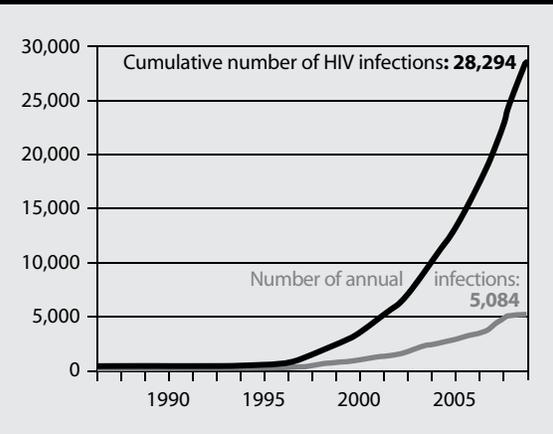
The MDG National Steering Committee declared the HIV and AIDS epidemic as the single most important impediment to achieving the MDGs. Since 2004, the impact of the epidemic has increased (see Figure 2) and consequently, the 2009 MDG National Steering Committee decided that the HIV and AIDS epidemic should once again be placed at the top of its list of cross-cutting challenges for achieving the MDGs.<sup>17</sup>

The first national plan with regard to HIV and AIDS was the National HIV and AIDS Medium-Term Plan covering the period from 1998 to 2002. In 2003, the government adopted the HIV and AIDS Management and Prevention Act. The Act provides a formal legal framework for addressing discrimination, stigmatization and mandatory screening with respect to HIV. The national 2005–2010 MTDS recognized the importance of addressing the epidemic, and HIV and AIDS prevention was included in the MTDS as a primary expenditure priority.

In December 2005, the government endorsed the National HIV and AIDS Strategic Plan (NSP) 2006–2011 as the country’s master plan for combating HIV and AIDS. The NSP 2006–2011 plans for a wide stakeholder response to the epidemic in coordination with development partners. The Plan has seven focal areas: treatment, counselling, care and support; education and prevention; epidemiology and surveillance; social and behavioural change research; leadership, partnership and coordination; family and community support; and monitoring and evaluation.

In conjunction with NSP, the government produced a ‘National Gender Policy and Plan on HIV and AIDS’, published in 2006. The Policy describes the gender issues affecting each focus area and progress made, and identifies strategies to take gender considerations fully into account. Recommendations include the need for gender

**Figure 2. Number of annual HIV infections and cumulative number of HIV infections between 1987 and 2008**



Source: Government of Papua New Guinea and UNDP, 2009.

sensitization and skills training, the establishment of organizational infrastructure to ensure implementation of the gender strategies, the collection of information disaggregated by sex and age, and the equitable involvement of both sexes as participants and beneficiaries.

## 2.6 GENDER EQUALITY AND HUMAN RIGHTS

The government of Papua New Guinea has ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and three other international human rights conventions. The government has also made international commitments to gender equality in implementing both the Beijing Platform for Action, the Pacific Platform for Action, and the Commonwealth Plan of Action. Papua New Guinea is also a signatory to the Millennium Declaration.

According to the ‘2010 Human Development Report’, Papua New Guinea is currently ranked 124 out of 157 on the gender-related development index<sup>18</sup> and 133 out of 138 on the gender

17 Government of Papua New Guinea and UNDP, ‘Millennium Development Goals: Second National Progress Summary Report 2009 for Papua New Guinea’, Department of National Planning and Monitoring, Port Moresby, 2009.

18 The gender-related development index shows the inequalities between men and women in the criteria of long and healthy life, knowledge, and a decent standard of living.

inequality index.<sup>19</sup> Educational disparities are evident in literacy and rates of school enrolment and completion. The school completion rate for girls in grade six is 33 percent compared to that for males at 43 percent. In 2010, only 12.4 percent of females over 25 had completed their secondary education (compared to 24.4 percent of males).<sup>20</sup>

One of the most nationally visible areas of inequality is representation in the national parliament. There is only one woman representative out of a total of 109 members—one of the lowest levels of gender representation in the world. While there are local-level nominated positions for women enabling their participation, women elected to local governments are minimal.<sup>21</sup> Women's bureaucratic participation in different levels of government and their ability to influence policy and planning, another key issue, is similarly low.

The rate of maternal mortality in Papua New Guinea, a key indicator of women's status, is one of the highest at 930 per 100,000 births<sup>22</sup> and 770 per 100,000 births according to the government figures.<sup>23</sup> Furthermore, only 39 percent of births are attended by skilled health personnel.<sup>24</sup> Community support for health services is poor. This is despite both the government's 2004–2006 Health Medium-Term Expenditure Framework and the 2006–2008 Strategic Plan, which provide a strong framework for gender equality interventions, with priorities on safe motherhood and family planning.

Papua New Guinea has implemented policies to address gender inequality in key areas. For

example, the Gender Equity in Education Policy addresses areas of discrimination with the aim “to improve the quality of life through general education for all.” In keeping with the constitutional goal of integral human development for all, the law and justice sector developed a gender strategy to promote gender equality for both employees and users of all law and justice sector agencies. The revision and endorsement by the National Executive Council of the National Policy for Women and Gender Equality (2011–2015) will set the key policy direction for government and partners in all areas of gender equality.

Despite the passage of targeted legislation, challenges remain in achieving gender equality and reducing violence against women. As recognized in a recent ‘Law and Justice White Paper’, gender-based violence has reached epidemic proportions throughout Papua New Guinea.<sup>25</sup> There is currently no legislation that specifically criminalizes domestic violence (cases currently fall under the Criminal Code), and it is often treated as a private matter. There is reluctance to acknowledge domestic and other forms of gender-based violence as public matters or to understand the dynamics and consequences of family and sexual violence.

In enacting the Sexual Offences and Crimes against Children Act (2002), the government has taken a significant step towards protecting women from sexual violence. However, the Act faces severe shortcomings in implementation and enforcement. For example, in village courts it is customary law, not the Constitution or

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19 Gender inequality index is a composite measure reflecting inequality in achievements between women and men in three dimensions: reproductive health, empowerment, and the labour market.

20 UNDP, ‘Human Development Report 2010’, 2010b.

21 At the Local Level Governance (LLG), two women are appointed to be members of LLG Council in rural areas, one woman is appointed to be a member of LLG Councils in urban areas, and one woman is appointed to be a member of each provincial Assembly. However, this did not translate into women being elected to leadership positions, such as Council Chairs or heads.

22 UNDP, ‘Human Development Report 2010’, 2010b.

23 Ibid.

24 Ibid.

25 Government of Papua New Guinea, ‘A Just, Safe and Secure Society: A White Paper on Law and Justice in Papua New Guinea’, Office of the Secretary for Justice and Attorney General, Port Moresby, March 2007.

statutory laws that are primarily applied—though customary law is ostensibly subordinate to them.<sup>26</sup>

The government agencies with specific responsibility to address gender and women-specific issues include: the Family and Sexual Violence Action Committee; the Department for Community Development focusing on gender equality; and the National Council of Women.<sup>27</sup> The Family and Sexual Violence Action Committee is an independent body located outside the public service.<sup>28</sup> The Department for Community Development has two distinct areas: the Gender and Development Branch, which focuses on community development issues, and the Office for Development of Women, which is tasked with developing an integrated approach to international obligations and gender equality mainstreaming.<sup>29</sup> A key impediment in the functioning of these agencies is that they lack capacities to effectively promote gender equality within and outside government.<sup>30</sup> Lack of budgetary and staff resources, institutional constraints, overlapping responsibilities, weak technical capacities and poor accountability and management diminished the effective functioning of these agencies.

The government has yet to develop a national strategy to implement Security Council resolution 1325, Women, Peace and Security, which deals with the special impact that war has on women and children and stresses the necessity to involve

women in conflict prevention, peace building and post-conflict reconstruction. In 2009, Papua New Guinea submitted its first report to the CEDAW Committee. A number of neglected areas, such as the lack of a comprehensive legal framework addressing violence against women, were still required to be addressed.

## 2.7 GOVERNANCE

Papua New Guinea is an emerging democracy, politically volatile with unstable governments susceptible to frequent votes of no confidence. A 2003 report on the Papua New Guinea political climate identified three main structural barriers to establishing sound principles of governance: an unstable political system with weak parties and intense political competition; weak separation of powers between the executive and the legislature (with the former dominating latter); and a high level of corruption.<sup>31</sup> One of the consequences of a weak legislature is that the Parliament is often adjourned for months.<sup>32</sup> Further, legislative committees do not hold regular meetings or public hearings.

In addition, tribal conflicts and ethnic clashes are frequent occurrences, which further undermine law and order, as do rural/urban migration and youth unemployment. The lack of capacity of the police to address law and order or deal comprehensively with gender-based violence compounds the issue.

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26 Committee on the Elimination of Discrimination Against Women, 'Concluding observations of the Committee on the Elimination of Discrimination Against Women, Papua New Guinea', CEDAW/C/PNG/CO/3, 30 July 2010, p. 4.

27 The National Council of Women's primary role is to provide opportunities for mutual understanding among women, to represent women's views at all levels, to publicize these views, to promote understanding and to exchange views with regional and international organizations in matters of common concern to women.

28 The Committee, also responsible for collecting data from service providers and commissioning research, has succeeded in establishing Family Support Centres in hospitals. It is one of the 12 sectoral committees of the Consultative Implementation and Monitoring Council, chaired by the Minister for Planning and Implementation.

29 The major emphasis of the Gender and Development Branch is on improving women's social mobilization, empowering rural women, involving them in community governance, and supporting economic empowerment projects and poverty alleviation programmes. The Office for Development of Women has the responsibility for: policy advice and implementation; gender mainstreaming, research, monitoring and evaluation; and coordination and monitoring of Papua New Guinea's commitments and implementation of its international obligations, conventions and treaties.

30 Committee on the Elimination of Discrimination Against Women, 'Concluding observations of the Committee on the Elimination of Discrimination Against Women, Papua New Guinea', CEDAW/C/PNG/CO/3, 30 July 2010, p. 5.

31 Narokobi, B., and Q. Clements, 'Strengthening a Parliamentary Democracy for the 21st Century', Legislative Needs and Assessment Report: National Parliament of Papua New Guinea, 2003.

32 Ibid.

In contrast to the comparatively lean structure of the Parliament (109 seats; 89 filled from open electorates and 20 from provinces, with representatives having no permanent offices or staff), the government has an expansive bureaucratic system. At the national level, there are 28 ministries and over 140 government departments and agencies. Furthermore, Papua New Guinea has 19 provincial governments and 319 local level governments.<sup>33</sup> Although decentralized, the Papua New Guinea system of local level government is extremely complicated and costly. This system severely affects service delivery and development initiatives, because a large portion of the local budgets is being spent for bureaucracy maintenance (e.g. public service salaries). In the 2010 recurrent budget, \$1,425 million out of \$1,766 million (80 percent) was spent on national departments and provincial governments (commercial statutory agencies, the Autonomous Bougainville Government and debt servicing make up the remaining 20 percent).<sup>34</sup> Furthermore, the dual role of the provincial governors and government ministers as Members of Parliament and executive heads has concentrated a significant amount of power in a relatively small circle of politicians, providing opportunities for corruption.

The government has put forth legislation to simplify the structure of government and change policy-making procedures in order to create a more stable and efficient system of government. For example, the 2001 Organic Law on Integrity of Political Parties and Candidates is designed to create order in terms of elections and political party proliferation and to protect the government from frequent votes of no confidence. While there has been some improvement (for example, the 2007 elections were contested by 34 parties as

opposed to the 44 parties in the 2002 elections), it is not yet certain that it is the cause of recent governments' relative stability.<sup>35</sup>

## 2.8 ENVIRONMENT, ENERGY AND CLIMATE CHANGE

Though Papua New Guinea comprises less than 1 percent of the world's land mass, it harbours over 5 percent of its biodiversity.<sup>36</sup> Its ecosystems range from lowland to montane forests, from coastal vegetation to alpine flora, and contain some of the most extensive pristine mangrove areas in the world. This wealth of natural resources is both an asset and a huge responsibility. The resources are an asset because it is estimated that for the 85 percent of the population that lives in rural areas, native biological resources provide social livelihoods and physical and psychological sustenance. It is a responsibility because as a member of the global community and a signatory to many environmental international agreements,<sup>37</sup> Papua New Guinea has accepted obligations to protect and sustainably manage its unique natural resources.

While Papua New Guinea has signed and ratified a number of multilateral environmental agreements, many lag in implementation. For example, the Papua New Guinea National Biodiversity Strategy and Action Plan,<sup>38</sup> a commitment under the Biodiversity Convention, was launched in 2007 with six goals expected to be reached within five years. This has not been implemented and stakeholders, including the Department of Environment and Conservation, are unclear as to the status and progress achieved. While a majority of the non-renewable mineral, petroleum and gas resources are lucrative attractions for economic

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33 United Nations, 'The Millennium Development Goals Report', 2009.

34 Budget speech; available at <[www.treasury.gov.pg/html/national\\_budget/files/2010/budget\\_documents/speech.pdf](http://www.treasury.gov.pg/html/national_budget/files/2010/budget_documents/speech.pdf)>.

35 Pacific Islands Forum, 'Report of the Commonwealth – Pacific Islands Forum Election Assessment Team', 2007, p.10.

36 AusAID, 'About Papua New Guinea', October 2009, available at: <[www.usaid.gov/country/png/png\\_intro.cfm](http://www.usaid.gov/country/png/png_intro.cfm)>.

37 Papua New Guinea has signed and ratified 47 multilateral environmental agreements, including the UN Convention on Biological Diversity, the UN Framework Convention on Climate Change, and the UN Convention to Combat Desertification.

38 The absence of a plan was noticeable during the Pacific Regional Environment Programme Workshop on Climate Change and its Impacts on Biodiversity (Nadi, Fiji, February 2010), attended by one member of the ADR Team.

growth, a sustainable environment is also key to development goals.

Environmental protection has not been a priority for the Government of Papua New Guinea. Government plans and strategies since independence in 1975 have paid little attention to the environment, and the focus has been on economic rather than sustainable development. Since the 1992 Earth Summit, Papua New Guinea has had a National Sustainable Development Strategy but has not acted upon it. Only recently has the National Strategic Plan Vision 2010–2050<sup>39</sup> included environment sustainability and climate change as pillars for development consideration. The environmental impacts of development proposals are considered under the 2000 Environment Act (which replaced the 1978 Environment Planning Act), together with the 1978 Environmental Contaminants Act and the 1982 Water Resources Act.

In the energy sector, Papua New Guinea has abundant oil and gas resources. Its long-term Vision 2050 revolves around a 40-year period during which the first proceeds of liquefied natural gas development come on stream. However, as with ecological resources, converting energy resources into benefits for the 85 percent of the population in rural areas has yet to happen. Though some trials in rural electrification by the state-owned Papua New Guinea Power have been carried out, the Department of Petroleum and Energy and Papua New Guinea Power have only recently received The World Bank assistance to develop a renewable energy policy and rural electrification policy.<sup>40</sup> These initiatives will build on an earlier draft national energy policy statement with an accompanying guideline of 2001.<sup>41</sup>

The establishment of the Office of Climate Change and Development (which replaced the Office of Climate Change and Environmental Sustainability) represents a new focus for the government. Though there is no broad climate change policy yet, the Papua New Guinea Forest Authority launched its Forest and Climate Change Policy and Reduced Emissions from Deforestation and Forest Degradation (REDD) Policy in 2010 as it prepared to participate in UN-REDD initiatives in Papua New Guinea.<sup>42</sup> The Government of Japan is providing funds to help update the forest cover geographic and land information systems in order to allow correct estimates of forest density for REDD work.

Another major environmental issue in Papua New Guinea is land tenure—communities own 97 percent of the land.<sup>43</sup> While this makes it difficult to take a national, comprehensive perspective for protected areas, in areas where there is a community-level commitment it produces the most effective protection. Many communities have a strong appreciation of the value of the environment

Customary ownership of land is often the cause of protracted negotiations and litigation between developers and land owners. One contentious issue is a provision under the Mining and Oil and Gas Act, which gives the state ownership of any minerals or petroleum deposits that are more than two metres underground.

A major issue of concern is the rapid conversion of natural forest into plantation forests (e.g. cocoa or oil palm). This is in addition to significant environmental impacts from mining, agriculture and other consumptive land uses. The absence

39 Government of Papua New Guinea, 'Papua New Guinea Vision 2050', National Strategic Plan Task Force, Port Moresby, 2009.

40 The World Bank, 'Draft Environmental and Social Management Framework for Papua New Guinea Energy Sector Development Project', 2011, available at: <[www.pngpower.com.pg/news/news-pressrelease/ESMFEnglish.pdf](http://www.pngpower.com.pg/news/news-pressrelease/ESMFEnglish.pdf)>.

41 Johnston, P., and J. Voss, 'Regional Energy Assessment 2004: An Assessment of the Key Energy Issues, Barriers to the Development of Renewable Energy to Mitigate Climate Change and Capacity Development Needs for Removing the Barriers in Papua New Guinea' Papua New Guinea National Report, Volume 10, Pacific Regional Environment Programme, Global Environment Facility and UNDP, 2005.

42 See <[www.forestry.gov.pg](http://www.forestry.gov.pg)> for further information.

43 Bourke, R.M., and T. Harwood (eds), 'Food and Agriculture in Papua New Guinea', ANU E Press, Australian National University, Canberra, 2009.

of a comprehensive national land use plan results in these uses taking place without reference to comparative soil values, potential economic benefits or environmental costs. Plans, such as the National Forest Plan, have been produced by the Papua New Guinea Forests Authority, but this is in isolation and in conflict with other plans and uses for the same land—the forestry concessions overlap areas with conservation values, while mining exploration tenements overlap areas with high conservation value. Each government department is focused on its goals and vision and there is no comprehensive view of the how all sectors can work collectively to achieve mutual benefits for their departments and the people of Papua New Guinea.

A recent positive development, however, is the government's new initiative, Environmentally Sustainable Economic Growth, which creates a policy framework to strengthen the use of economic instruments and strategies for assisting industry and people to sustainably manage their environment and maintain economic growth.

## 2.9 DISASTER RISK MANAGEMENT

Papua New Guinea is prone to frequent natural disasters, including earthquakes, volcanic eruptions, tsunamis, cyclones, river and coastal flooding, landslides, and droughts. It is also susceptible to monsoon rain-caused floods. Papua New Guinea is ranked as one of the top six disaster-prone countries in the region, and it has the highest percentage of population exposed to earthquake hazards.<sup>44</sup> Papua New Guinea also ranked close behind Indonesia, the Philippines

and the Republic of Vanuatu in having the highest percentage of population exposed to severe volcanic risk—the recent volcanic eruption and subsequent heavy ash fall of Mount Tavurvur left many displaced.

In Papua New Guinea, natural disasters have consistently affected key sectors of the economy, such as agriculture, infrastructure and community livelihoods.<sup>45</sup> The social and economic ramifications of these hazards are multiplied when overlaid with the high levels of vulnerability of people due to the lack of infrastructure, low human development indicators and a high population growth rate.<sup>46</sup> Over 80 percent of the population live in a rural environment and are susceptible to extremes of climate (rains and drought) related to the El Niño Southern Oscillation. Scientific evidence suggests that the frequency and intensity of El Niño events has increased over the last 50 years, and a major El Niño event will likely result in severe drought conditions in most parts of the country. Climate change is also likely to exacerbate natural hazards by increasing the frequency of extreme weather events and causing sea-level rise to magnify the impact of storm surges and waves on coastal areas.

In 1984, the government enacted the Disaster Management Act, recognizing the importance of disaster risk reduction and management. The responsibility of disaster management was located in the national disaster office in the Department of Provincial and Local Government affairs. After Cyclone Guba in 2007, a National Disaster Centre was created within the Department of Provincial and Local Government

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44 Government of Papua New Guinea, 'Emergency and Disaster Management and Disaster Risk Reduction in Papua New Guinea, Country Report', National Disaster Centre, 2010b.

45 Between 1997 and 2002, 4.1 million people were affected by 63 major reported calamities. Combined, these events resulted in damage and losses of approximately \$57 million. Over the past 25 years, the country has had 508 earthquake-related fatalities, 9 deaths from volcanic eruptions, 3,210 from tsunami/wave surges, 47 from cyclones, 58 from flooding, 314 from landslides and 98 from drought. See Government of Papua New Guinea, 'Papua New Guinea Development Strategic Plan 2010–2030', Department of National Planning and Monitoring, Port Moresby, March 2010d.

46 The highlands, with 2.2 million inhabitants, are subject to weather extremes of heavy rainfall and drought. Increasingly, landslides are occurring from population pressures on uncontrolled land use. The coastal areas and many coral atolls are low-lying, and nearly 500,000 people in 2,000 coastal villages are vulnerable to weather extremes and inundation. See The World Bank, 'Reducing the Risk of Disasters and Climate Variability in the Pacific Islands: Papua New Guinea Country Assessment', 2010.

Affairs. The National Disaster Centre provides the necessary and appropriate disaster management services, manages natural disasters in Papua New Guinea and acts as a secretariat to the National Disaster Committee.

The National Disaster Centre has two divisions, the Risk Management Division and the Community Government Liaison. The Risk Management Division is expected to deal with proactive matters related to disaster risk through research, analysis, awareness, education and training; the Community Government Liaison handles rapid response and operations. The National Disaster Centre has important responsibilities, but weak capacity, particularly in terms of staffing.

The 'National Disaster Mitigation Policy' (2004) and the 'Papua New Guinea Disaster Risk Reduction and Disaster Management National Framework for Action 2005–2015' are the key policy and planning frameworks for disaster risk reduction and management. The 2005–2010 MTDS did not refer to disaster risk reduction or disaster management. The ongoing MTDP mentions disaster risk management, an approximately 39,836,000 have been earmarked for disaster risk management between 2011 and 2015.

Papua New Guinea is active in a number of regional initiatives. It is a member of the Hawaii Tsunami Warning Centre, and tsunami warnings are sent to the Department of Mineral Policy and Geohazard Management Geophysical Observatory. After screening, the information is passed on to the National Disaster Centre for dissemination. Papua New Guinea reports daily climatic data through the National Weather Services to the Tsunami Warning Centre for analysis and feedback on the El Niño Southern Oscillation, the Intertropical Convergence Zone and the South Pacific Convergence Zone. Papua New Guinea is also a member of the Sea Land Frame

Resolution Acoustic Measuring Equipment; tide gauges provide feedback to a coordinating project under the Secretariat of the Pacific Regional Environment Programme and the National Institute of Water and Atmospheric Research in New Zealand. The US National Oceanic and Atmospheric Administration has installed a natural disaster warning radar on Manus.

## 2.10 THE ROLE OF DEVELOPMENT COOPERATION

Papua New Guinea is heavily reliant on external aid, receiving over \$2.3 billion (about a third of its total revenue) between 2003 and 2009. As illustrated in Figure 3, this has been about \$200 million per year, gradually increasing to a total of over \$300 million in 2009.

More recent estimates<sup>47</sup> place the total 2010–2011 Official Development Assistance at \$457.2 million, of which, \$415 million is from the Australian Agency for International Development (AusAID). Although it does not appear in Table 1, engagement with China has been particularly intense and fast-growing (China is now Papua New Guinea's second largest trading partner behind Australia). In 2006, the Papua New Guinea budget estimate for China's aid grant was \$14.1 million, and in 2007 it was \$10.7 million. More recently, China has coordinated with the other development partners in Papua New Guinea by signing the Kavieng Declaration in 2008, which is the localization of the Paris Declaration on Aid Effectiveness Agreement.<sup>48</sup> Over the last decade, Papua New Guinea has also consolidated links with Malaysia, the Philippines, Republic of Korea, Japan and several other countries.<sup>49</sup> The government's approach to official development assistance, evident in the Vision 2050 document, is to significantly reduce its reliance on it, mainly through resources generated by the liquefied natural gas project.

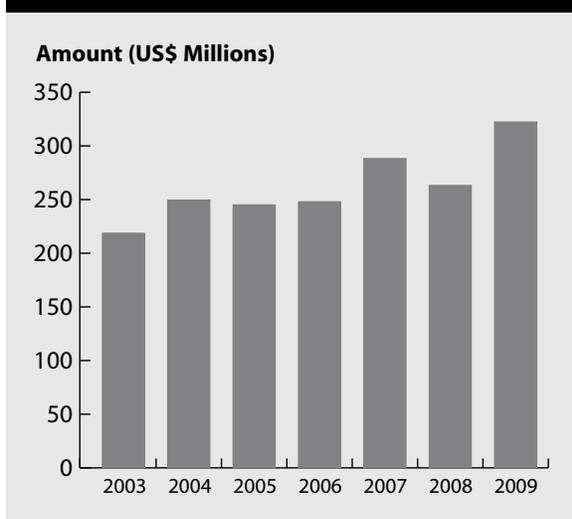
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47 <[www.ausaid.gov.au/country/papua.cfm](http://www.ausaid.gov.au/country/papua.cfm)>.

48 <[www.un.org/en/ga64/generaldebate/pdf/PG\\_en.pdf](http://www.un.org/en/ga64/generaldebate/pdf/PG_en.pdf)>.

49 <[www.mfat.govt.nz/Countries/Pacific/Papua-New-Guinea.php](http://www.mfat.govt.nz/Countries/Pacific/Papua-New-Guinea.php)>.

**Figure 3. Official Development Assistance to Papua New Guinea, 2003–2009**



Source: OECD<sup>50</sup>

Papua New Guinea is a beneficiary of and contributor to South-South cooperation. For example, Papua New Guinea has learnt from best practices and lessons from Uganda and the Solomon Islands on reserving seats in parliament for women.<sup>52</sup> Papua New Guinea is also a member of the Melanesian Spearhead Group, which discusses trade and cooperation between the Melanesian countries (Solomon Islands, Vanuatu, Fiji, FLNK of New Caledonia and Papua New Guinea). It is also a member of the South Pacific Forum and it has benefited through the South Pacific Regional Environment Programme in environmental matters. The National Capacity Self-Assessment project at the Department for Environment and Conservation held the Secretariat of the Pacific Regional Environment Programme input.

**Table 1. Top ten bilateral and multilateral development aid donors to Papua New Guinea, 2003–2009**

Donor	Amount (US\$ Millions)
Australia	1,809
EU Institutions	141
Japan	95
New Zealand	83
Global Fund	61
United Nations Children's Fund	20
Germany	18
UNDP*	17
International Development Association	16
Global Alliance for Vaccines and Immunization	9

\*Note: The amount indicated for UNDP only includes core resources. Source: OECD<sup>51</sup>

Papua New Guinea has also benefited from the Applied Geosciences and Technology Division (known as SOPAC) and the Secretariat of the Pacific Community, where agriculture and an energy framework ensure benefits to Papua New Guinea.<sup>53</sup> Papua New Guinea has given over \$0.5 million to Fiji to assist with the 2009 floods,<sup>54</sup> and is thought to have contributed to Samoa following the tsunami disaster (this could not be confirmed by the evaluation team).

50 Organization for Economic Co-operation and Development, Query Wizard for International Development Statistics; available at: <<http://stats.oecd.org/qwids>>.

51 Organization for Economic Co-operation and Development, Query Wizard for International Development Statistics; available at: <<http://stats.oecd.org/qwids>>.

52 A High Level Roundtable meeting in Port Moresby on 'Women's Seats as an Entry Point for Increasing Women's Representation in Papua New Guinea' was held from 9 to 11 September 2009. International experts were invited to consider the issues involved in adopting women's reserved seats; the meeting produced a roadmap of the way ahead.

53 <[www.spc.int/en/component/content/article/216-about-spc-news/693-pacific-energy-ministers-endorse-regional-framework.html](http://www.spc.int/en/component/content/article/216-about-spc-news/693-pacific-energy-ministers-endorse-regional-framework.html)>.

54 As reported in *Fiji Times*; see <[www.rnzi.com/pages/news.php?op=read&id=44234](http://www.rnzi.com/pages/news.php?op=read&id=44234)>.

## Chapter 3

# UNDP RESPONSE

### 3.1 THE UN PROGRAMME

The UN Country Team in Papua New Guinea comprises the Office for the Coordination of Humanitarian Affairs, Joint United Nations Programme on HIV/AIDS (UNAIDS), UNDP, United Nations Population Fund, United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), World Health Organization, UNIFEM/UN Women, Food and Agriculture Organization, International Labour Organization, United Nations Environment Programme (UNEP) and The World Bank. Most UN agencies have offices in Port Moresby, with the exception of the Food and Agriculture Organization, International Labour Organization, and the United Nations Environment Programme.

The period spanned by this ADR, 2003–2011, covers two UN programme cycles that differ significantly—one is based on the United Nations Development Assistance Framework (UNDAF) approach; the other on the Base Document/UN-CP model.

In 2002, the UN Country Programme cycle for Papua New Guinea started with the Common Country Assessment.<sup>55</sup> The common country assessment was an assessment and analysis of key challenges in meeting national development priorities and achieving the MDGs in Papua New Guinea. This led to the formulation of the 2003–2007 UNDAF,<sup>56</sup> with the overarching goal to “support the government in its long-term effort to strengthen the nation’s human resources essential to achieve alleviation of poverty particularly in the

most vulnerable groups of the citizenry, and this in a manner that ensures sustainability and environmental protection with equal opportunity for both women and men.” It focused on three strategic areas for a common UN response: enhanced leadership and partnership; improved access and quality of basic services; and improved integration and coordination of Papua New Guinea in regional and global cooperation.

The UNDAF, which was countersigned by the government, “embodies a collective effort of the [UN Country Team] with the government and a wide range of partners, who are associated with development cooperation with Papua New Guinea.” Three interrelated issues were identified, which include:

- Improving the quality of governance and human security, including the importance of reducing poverty and providing for sustainable livelihoods while protecting and conserving the environment;
- Enhancing the delivery and the quality of basic services in areas such as education, health, housing and water, job creation and crime prevention; and
- Maximizing the opportunities and experiences of regional and global cooperation and integration.

For the next programme cycle, which started in 2008, the UN Country Team prepared a Base Document in place of the common country assessment.<sup>57</sup> The Base Document was the product of an extensive consultation process between the

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55 United Nations, ‘Papua New Guinea–Common Country Assessment’, United Nations Country Team, Port Moresby, 2001.

56 United Nations, ‘United Nations Development Assistance Framework (2003-07)’, Port Moresby, 2002.

57 Rufina, P. (ed.), ‘Base Document for the United Nations Country Programme 2008-2012’, Port Moresby, 2006.

United Nations, the government, communities, non-governmental organizations and other development partners. It endorsed the priorities identified by the MDG Steering Committee in 2004 as still relevant and identified other challenges not necessarily arising from the MDGs. The combined list of priority areas according to the Base Document included:

- Population and development;
- Lack of good governance;
- Deficient service delivery;
- Poverty of opportunity;
- HIV and AIDS epidemic;
- Effective and sustainable use of natural resources;
- Gender culture and gender disparity; and
- Spatial disparity.

These priority areas formed the foundation for the 2008–2012 (abridged to 2011) UN country programme that replaced the UNDAF.<sup>58</sup> The UN reaffirmed its support to the goals of the Medium-Term Development Strategy, the attainment of the Millennium Development Goals, fulfilment of the country's international human rights obligations and committed to adopting a collaborative approach in continued support of national priorities.

### **DELIVERING AS ONE— IMPLICATIONS FOR UNDP**

Initiated in 2006, the main objective of the Delivering as One approach in Papua New Guinea is maximizing the impact of UN agency interventions by building on achievements, enhancing government ownership and delivering more coordinated, effective and efficient assistance to the country.<sup>59</sup> Delivering as One in Papua

New Guinea is a self-starter in response to the global reform process to enhance effectiveness of development cooperation. It builds on the reform agenda set by UN Member States, and aims to increase the coherence, effectiveness and relevance of UN programmes at the country level.

The UN system in Papua New Guinea developed a single 2008–2012 (abridged to 2011) UN country programme and subsequently one common country programme action plan, operationalized through a number of joint annual work plans. Inter-agency task teams are mechanisms through which the annual work plans are designed and implemented. It is intended that the Executive Committee of the United Nations Development Group (UNDP, the United Nations Population Fund, UNICEF and the World Food Programme) and non-Executive Committee agencies involved in the annual work plan work closely together during the design, implementation, monitoring and evaluation of the planned activities.

In April 2007, the Executive Boards of the respective UN Agencies approved the suggestion to forego a United Nations Development Assistance Framework and develop a common UN country programme. Despite endorsing the Delivering as One approach, the UN agencies were required to develop their own country programme documents. However, the agency-specific country programme documents that were approved in 2007 were in alignment with the common UN country programme and the UN country programme action plan.

The UN country programme management structure comprised the Steering Committee, the UN Country Team (supported by the Resident Coordinator's Office) and various task teams. The Papua New Guinea UN Country Programme Steering Committee is headed by the Secretary of the Department of National

58 United Nations, 'United Nations Country Programme Papua New Guinea 2008–12: A Partnership for Nation Building', Port Moresby, 2007.

59 United Nations, 'Delivering as One: A Partnership for Nation Building', 2008, available at: <[www.un.org.pg/attachments/061\\_Delivering percent20as percent20One percent202004-2007.pdf](http://www.un.org.pg/attachments/061_Delivering%20as%20One%202004-2007.pdf)>.

Planning and Monitoring and further comprises Senior Representatives of relevant government departments, the Resident Coordinator and heads of UN agencies. The Resident Coordinator coordinates the UN country programme, and the Resident Coordinator's Office is supported by staff members with responsibility for monitoring and human rights.

Although it is not within the purview of the ADR to assess the progress of the UN country programme, some aspects were examined in order to draw lessons and assess its implication for UNDP programming. It was evident that the UN in Papua New Guinea has made considerable progress in taking forward the agenda of Delivering as One since its inception in 2006. Despite some cynicism among UN agencies about losing space, identity, credit and financial resources, Delivering as One has been accepted as a model to further maximize UN contributions to development. Over the past five years, the UN Country Team has contributed, through various task teams, towards achieving the outcomes of the country programme. The Delivering as One approach also contributed to improving the coherence of UN programmes in some areas (e.g. gender equality, MDG support and HIV and AIDS). While there was joint design and planning, delivering the programmes in terms of implementation remained separate within the respective UN agencies.

The task teams were organized to maximize knowledge and expertise in support of programmatic outcomes as defined in the UN country programme. UNDP assumed a leading role within the UN system, participating in 9 out of 13 task teams and chairing five.<sup>60</sup> UN agencies did not substantially participate in all tasks teams (in governance and environment, for example, where UNDP was the sole agency). While gender and human rights are outcome areas with task teams, they received limited attention

as cross-cutting issues. This is also evident in UNDP programmes (see Chapter 4).

The opportunities and challenges in implementing the UN country programme offer important lessons. The transition from the United Nations Development Assistance Framework to the UN country programme is still an ongoing process. The UN country programme has enhanced inter-agency cooperation and the coordination of funding partnerships, particularly for the forthcoming programme. The task teams approach has increased horizontal thematic engagement among UN agencies and contributed to better sharing of information. However, despite a common programme, it was constrained by a lack of programmatic alignment. The country programme was weakest in joint programme implementation and at the sub-national level.

Although there has been limited duplication of programmes (essentially due to UN agencies' differing mandates), lack of operational coordination undermined effective contributions to results. There was limited evidence from the ongoing programme to suggest it contributed to coherence in contribution to development results or in working with the government. Further, though there is interest on the part of key government stakeholders and donors, there is limited clarity about consolidating joint programming opportunities. Efforts towards joint programming mechanisms (beyond task teams) and greater government counterpart participation were not at desirable levels.

There were some positive joint programme initiatives that provided opportunities to capitalize on other agencies' comparative strengths and avoid duplication. For example:

- In the Disaster Response through the Office for the Coordination of Humanitarian Affairs partnership with the National Disaster Centre on Human Rights;

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60 UN Task Teams include: Bougainville (UNDP-chaired), Crisis Prevention/Disaster Management (UNDP-chaired), Environment and Sustainable Livelihoods (UNDP-chaired), Gender, HIV and AIDS, Human Rights, MDGs (UNDP-chaired), Provincial Planning and Management (UNDP-chaired).

- The Office of the High Commissioner for Human Rights, the Office of the United Nations High Commissioner for Refugees and UNDP collaborated on a gender-based violence project with the Royal Papua New Guinea Constabulary;
- The United Nations Development Fund for Women (now part of UN Women), the United Nations Population Fund and UNDP liaised and cooperated to promote 22 reserved seats in the Parliament for women; and
- UNICEF and United Nations Population Fund collaborated in support to MDGs.

An issue raised during consultations with UN agencies was the high transaction costs in terms of financial and human resources. Though coordination has incremental costs, they should be outweighed by the benefits in terms of maximizing contributions to overall development results.<sup>61</sup> It was evident that more efforts were needed to reduce staff and financial transaction costs and to maximize staff functions in the Resident Coordinators Office, particularly for monitoring and follow-up on the implementation of cross-cutting issues.

To some degree, latent competition for financial resources contributed to lack of enthusiasm in the Delivering as One approach among UN agencies. A related issue that has been of concern to some agencies was the accountability among UN agencies on timely delivery in joint outcomes. The Resident Coordinator's Office has been successful in ensuring consensus among UN agencies, consensus with the government and donors, and effective functioning of the task teams. Considering that the UN in Papua New Guinea is moving towards one budget, resource allocations among UN agencies appears to be an underlying issue. While there are mechanisms, such as task teams to discuss fund sharing, the

accountability mechanisms to ensure that each agency delivers needs to be further strengthened.

Addressing cross-cutting issues and programme monitoring was the weakest aspect of the UN country programme. For the ongoing country programme, lack of sufficient information on programme outcomes makes it difficult to evaluate the effectiveness of UNDP contributions to the overall efficiency. While the Resident Coordinators Office is overstretched, there are limited mechanisms to ensure that UN agencies have robust monitoring and evaluation systems. This is a particularly weak area of UNDP.

### **3.2 THE UNDP COUNTRY PROGRAMME AND ITS RELEVANCE**

The 2003–2007 UNDP country programme reflected the stated development objectives of Papua New Guinea, the lessons learned from the first country cooperation framework period and those of the broader UN programme as set down in the 1997–2001 Country Strategy Note.<sup>62</sup> It also reflected the objectives of the 2003–2007 United Nations Development Assistance Framework (e.g. enhanced leadership and participation; improved access, quality and delivery of basic services; and improved internal, regional and global integration).<sup>63</sup> The country programme did this by focusing on good governance and poverty reduction as overarching goals and identifying nine outcomes under the thematic areas of poverty reduction, gender, human rights, sustainable development, employment, HIV and AIDS, MDGs and aid coordination.

UNDP outcomes in the poverty reduction area focus on a range of issues, in particular: improving coordination between the government and partners for the implementation and monitoring of the MTDS/MDGs and gender issues, specifically increasing the number of women holding

61 It was not possible to verify or examine some of these issues in detail.

62 UNDP, 'Country Programme Outline for Papua New Guinea (2003-07)', discussion document for the Meeting of the Executive Board of UNDP and the United Nations Population Fund, Second Regular Session, New York, 2002.

63 United Nations, 'United Nations Development Assistance Framework (2003-07)', Port Moresby, 2002.

decision-making roles and reducing gender-based violence. Democratic governance represents the greatest number of outcomes in the UNDP country programme, and it covers a wide scope of issues pertaining to the efficiency and effectiveness of national, provincial, and local level functions of governments including citizen participation; the protection of human rights by the government and the empowerment of its citizens; the application of best practices by relevant institutions to enhance nation building; and community and national support to HIV and AIDS prevention and care. In the area of environment and sustainable development, UNDP outcomes are aimed at: the Department of Environment and Conservation working effectively with other government institutions for the sustainable use of natural resources at national, provincial and local levels; and communities in select provinces enhancing their livelihoods through the sustainable use of natural resources. The key outcomes and intermediary outcomes for each programme area are presented in Annex 6.

The 2008–2011 country programme<sup>64</sup> is aligned with the priorities of the UN country programme and the government’s Medium-Term Development Strategy. It outlines four broad areas of support, which are: democratic governance, HIV and AIDS, poverty reduction, and environment and sustainable development. Out of the five UN country programme key outcomes and 20 intermediate outcomes, UNDP supports four outcomes and 10 intermediate outcomes (see Annex 5).

The 2003–2007 UNDP country programme design is not very robust. Many outputs are at the activity level, and a number of outcomes are at output level. For example, strategies, policies, extension services and mechanisms are not outcomes, although they may lead to outcomes if they are part of a strategic, long-term thrust or vision. When compared with the previous programme, the 2008–2011 country programme

has a more robust design in terms of outcomes and outputs.

The UNDP country programme is closely aligned with the UN country programme; it directly addresses 5 out of 12 government priorities in the MTDS. All outcome areas (even those not directly related to the MTDS) were endorsed by the government. The ADR concludes that the UNDP response, as formulated in the UNDP country programme, is relevant to the needs of Papua New Guinea.

### 3.3 PROGRAMME DELIVERY

#### FINANCIAL RESOURCES

In the two country programmes from 2003 to 2011, UNDP committed core funds \$21 million (see Annex 7). Over the same period, UNDP generated \$18.6 million in non-core funding—a co-funding ratio of just under 1:1. The disbursements made by UNDP over the two country programmes from 2003 to 2011 for each thematic area, in terms of core and non-core resources, are presented in Table 2.

Twenty-nine out of 39 projects have been completed and the rest are ongoing. The largest resource allocations were for projects in the areas of governance, Bougainville and the environment. According to the information provided by the country office, \$24,049,000 was allocated to projects between the two country programmes (see Annex 6). The finance portfolio shows issues in programme delivery, although it was difficult to ascertain exact figures because the country office provided multiple financial data sets.

Until the ongoing programme, UNDP Papua New Guinea had a relatively good share of core resources. However, it is possible that these resources may decrease in the forthcoming programme. The country office may need to strengthen fund mobilization to ensure

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64 Op. cit.

**Table 2: Resources provided by UNDP to different thematic areas, 2004–2011 (US\$ thousands)**

Resources	Environment, energy and sustainable livelihoods	Governance	HIV and AIDS	Crisis prevention and recovery	Gender	MDGs	Aid coordination	Bougainville	Human rights
UNDP core resources	2,856	6,038	1,336	2,512	1,280	1,229	977	4,193	573
Non-core resources	4,519	6,189	1,505	926	820	74	922	3,485	158
Total	7,375	12,227	2,841	3,438	2,100	1,303	1,899	7,678	731

Source: UNDP Papua New Guinea

is continuity in initiatives in key areas, such as MDGs, governance and gender equality. While the country office will explore cost-cutting options, UNDP needs to be more focused in its support, concentrating on fewer and strategic interventions for a longer period of time. For the forthcoming country programme, the country office outlined possible areas for resource mobilization (e.g. expanding donor base), in alignment with the UN Country Team. It has also developed a Standard Operating Procedure for resource mobilization for UN Agencies. However, UNDP still needs more concerted efforts to forge cost-sharing and funding partnerships.

## HUMAN RESOURCES

In responding to the needs of Papua New Guinea, the UNDP country office was sited in

three locations—a head office in Port Moresby and provincial offices in Buka (Bougainville) and Goroka (Eastern Highlands).<sup>65</sup> The UNDP staff capacity is 57 in total, which includes 21 project staff placed in different government departments.

The office is led by the Resident Representative, who is supported by one Executive Assistant and the Deputy Resident Representative of Programme and Operations. The programme team is led by the Deputy Resident Representative and supported by an Assistant Resident Representative, Programme Specialist and a Programme Analyst to oversee the portfolio.<sup>66</sup> The Operations Unit comprised an Operations Manager, overseeing Human Resources, Finance, Information and Communications Technology and Common Services.

65 Both provincial offices were assisted by the UNDP Bureau for Crisis Prevention and Recovery positions and funds. As these have been reduced, the Goroka office, which never became fully functional, has been closed. This caused the failure of the conflict prevention and resolution provincial programme. Further cuts in the conflict prevention and resolution budget may lead to the closure of the Chief Technical Adviser post for gender-based violence in the country office.

66 There are two positions for the Governance Programme (one of which is vacant); six positions for the Environment and Energy Programme (one of which is placed within the government), including three for the Global Environment Facility Small Grants Programme; three for the Millennium Development Goals (one of which is vacant and others may well be project staff); two for HIV and AIDS (one of which is vacant); one for Aid Coordination (which is vacant); two for Gender (with one vacant); one for Crisis Prevention and Recovery (possibly a project position); and 14 for the Bougainville Programme (13 national and a Chief Technical Adviser). The portfolio for Gender, Governance, and HIV and AIDS is headed by the Assistant Resident Representative. There are two positions for Gender, as well as a UN Volunteer Gender Technical Adviser, two positions for Governance (one of which is vacant); and two positions for HIV and AIDS (one of which is vacant). A Programme Specialist heads the portfolio of Millennium Development Goals, and a newly created (2011) project staff position is currently vacant. In Crisis Prevention and Recovery, there is one position for Disaster Risk Management and 14 for the Bougainville Programme (13 project staff and one Chief Technical Adviser), the Environment and Energy portfolio (which includes the Global Environment Facility Small Grants Programme and Sustainable Livelihoods) is headed by a Programme Analyst and supported by a Junior Programme Officer. Four staff members under Sustainable Livelihoods are located in government offices.

There is concern regarding vacancies in areas such as governance, where one out of two positions is vacant, and in human rights. The Aid Coordination position has been vacant as the government decided to change the modality of operation, and is in the process of revising the terms of reference. UNDP is seen as having a comparative advantage in these areas, and there is an expectation that staff capacities should be adequate for UNDP to take a leading role.

The governance theme received over 50 percent of the total country office budget, yet it was allocated only two positions (one of which is vacant). In the governance portfolio, UNDP has employed the harmonized approach to cash transfers<sup>67</sup> for some time. As a result, the Provincial Capacity Building project to strengthen local provincial authorities is administered and managed by the Department of Finance and personnel are integrated into the departmental structure; hence the lighter level of deployment apparent in the UNDP organization. The governance portfolio also included the Parliamentary Support Project. According to an independent evaluation, there were numerous problems in the governance programme with regard to project management from the very beginning,<sup>68</sup> particularly a high turnover of staff and key personnel (such as the Chief Technical Adviser). In the case of the Parliamentary Support Project, evaluation findings indicate that more expedient work in terms of annual work plan development and placement of the project manager could have produced better outcomes. The Provincial Capacity Building Project is subject to similar problems—the Chief Technical Adviser position has been vacant for two years, affecting project delivery.

Human resource gaps were also evident in the Autonomous Bougainville Programme. The

former Chief Technical Adviser completed his contract in October 2009, and there was a year-long gap before the post was filled (leaving the office without a manager). The senior consultant supporting the Autonomous Bougainville Government on the development of its Peace, Reconciliation, and Weapons Disposal Policy completed his contract around the same time, thus leaving no experienced personnel in place. As observed by the Bureau for Crisis Prevention and Recovery Review team at the end of 2009, in the absence of the Chief Technical Adviser it would appear that the programme was not making much progress. A replacement for the Bougainville crisis prevention and recovery programme was made in mid-2010. The situation has much improved lately with better continuity, methodical and strategic planning, and a more comprehensive approach adopted to determine the assistance needs of the new Bougainville Government.

The staffing situation in the environment area is also of concern. It is paradoxical that the Global Environment Facility Small Grants Programme is coordinated by a three-member team, whereas only a single staff member (with assistance from a Junior Programme Officer) is assigned to the environment and energy thematic area. One of the consequences of overstressing staff capacities is that project monitoring is poor.

While there are no staff positions for human rights, the country office explained that this is because under the Delivering as One model, the human rights project with the Department of Justice is managed by the UN Human Rights Adviser, who is hired by Office of the High Commissioner for Human Rights. The country office was also of the view that facets of human rights are integrated into other aspects of country

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67 The Harmonized Approach to Cash Transfers to Implementing Partners shifts the management of cash transfers from a system of rigid controls to a risk-management approach. It aims to: reduce transaction costs pertaining to the country programmes of the Executive Committee agencies by simplifying and harmonizing rules and procedures; strengthen the capacity of implementing partners to effectively manage resources; help manage risks related to the management of funds; and increase overall effectiveness.

68 Nakamura, R., N. Johnston and C. Rodrigues, 'Independent evaluation of the UNDP Papua New Guinea Support to Parliament Project', July 2007.

office programming in areas such as HIV and AIDS and gender, which have a rights-based focus by default.

Overall staff capacity is below the desirable level in numbers and competence. UNDP is losing good people because the salaries are not comparable to those of the private sector. This is probably symptomatic of countries that are having a resource boom, where it would typically take time to achieve symmetry in remuneration. There has been a huge growth in demand for personnel in many areas, which has created a competing demand where UNDP is no longer as attractive an employer as before. According to the country office, International Civil Service Commission will be conducting a comprehensive salary survey in Papua New Guinea in September 2011 in the hope of addressing some of these issues.

Government partners see UNDP programme staff as facilitators, and a few government representatives consulted during the evaluation process held that when experts are brought in, they leave little behind in terms of strengthening national capacities. A larger challenge, as pointed out by a government representative, was that capacity is an issue for both the UN and the government—one is unable to deliver, while the other is unable to receive.

The number of staff positions and their levels, as well as deployment to key thematic areas, would benefit from an in-depth review. More specifically, adequate staff resources need to be made available to governance and human rights, poverty and the MDGs, environment and disaster risk management, and aid coordination—these are core commitments from the UNDP Strategic Plan.

## PROGRAMME IMPLEMENTATION

Projects are the mechanisms through which UNDP achieves its country programme, although there are also some very important non-project

interventions. The country office provided a variety of different lists of projects and interventions; the evaluation team could not obtain a definitive list. This appeared to be due to the lack of institutional memory, possibly resulting from the high level of staff turnover. The situation is complicated further by the lack of recognition of individual projects under the 2008–2011 country programme,<sup>69</sup> which relies on an annual work plan—there are no project documents.

The ADR team understands that under the Delivering as One modality, the Country Programme Action Plan and annual work plan are considered as substitutes for project documents and provide a framework for implementation. Considering that the UNDP programme continues to be project based, project documents are key for outlining what is intended through specific interventions/projects—irrespective of modality followed. Lack of project documents not only constrains better understanding of UNDP courses of action, roles and responsibilities of various factors involved, but also complicates assessing progress.

Although this evaluation is not assessing individual projects, the performance and progress monitoring of project implementation was not robust at the project level, and there are few, if any, signs of adaptive management, baseline as a departure point, or a formal plan on how adopted targets are going to be reached. There was neither dedicated staff nor resources for programme monitoring. This was seen as part of the task of the programme officers, who were already overstretched and not in a position to devote time for systematic programme monitoring.

Finally, considering that most programmes were intended to strengthen national capacities, the UNDP programme lacked a capacity development strategy. Considering that monitoring and documentation is weak, pilot initiatives provided limited learning opportunities.

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69 As noted elsewhere, the Delivering as One modality relies on annual work plans instead of project documents.

## Chapter 4

# UNDP CONTRIBUTION TO DEVELOPMENT RESULTS

### 4.1 MILLENNIUM DEVELOPMENT GOALS

The 2008–2011 UNDP Country Programme included the following Intermediate Outcome directly related to the MDGs: the “Government of Papua New Guinea efficiently and transparently coordinates international aid, donors and development partners to facilitate the implementation and monitoring of the MTDS/MDGs.” UNDP interventions have been highly relevant, considering the slow progress in terms of MDG achievement, weak governmental capacities for MDG-oriented planning, weak data systems and overall lack of awareness regarding the MDGs.

UNDP supported the 2004 and 2009 national MDG reports and the 2006 Human Development Report for the autonomous province of Bougainville. Support to MDG-fortified national planning documents represents significant UNDP contribution in its assistance to Papua New Guinea’s progress towards achieving the MDGs. UNDP technical support to MDG planning and monitoring has been largely through consultants based in the Department of National Planning and Monitoring. The Chief Technical Advisers provided critical support to the government in preparing important planning documents (the MTDP and MTDS). They also provided the necessary expertise for the preparation of the 2004 and 2009 MDG reports.

UNDP supported the Department of National Planning and Monitoring and other national bodies to develop clearly defined targets and indicators on the MDGs and to integrate them as outcome indicators into the Logical Framework Matrix of the 2011–2015 MTDP. As a result, the MTDP showed significant improvement over its predecessors in terms of MDG visibility. However, the reliability of the data on which MTDP outcome indicators are based has not improved significantly.<sup>70</sup>

While UNDP contributions have been effective, there were certain issues pertaining to achieving outcomes and their sustainability. The UNDP objective of strengthening the capacities of the Department of National Planning and Monitoring (DNPM) could not be fully achieved by substituting technical expertise. The objective needed a more phased approach to building the Department’s capacities in order to enable it to function on its own.<sup>71</sup> Currently, the small budget supports a two-person team attached to the DNPM (a Chief Technical Adviser and an assistant), which is not sufficient to systematically build the Department’s capacities.

To a certain extent, data sources improved for the 2009 and 2010 MDG reports, with primary sources being the 1996 Demographic and Health

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70 Most of the information used for the MTDP Logical Framework Matrix was already 10 years old, with certain surveys dating back to 1991 and 1992. See United Nations, 2009.

71 For example, between May 2008 and June 2009, the period between the resignation of one Chief Technical Adviser and the appointment of the next, MDG monitoring and reporting was halted completely at both DNPM and the UNDP office for one year. The 2009 arrival of the new Chief Technical Adviser heralded the resumption of regular project activities in time for the preparation of the latest Papua New Guinea development planning document, the ‘Medium-Term Development Plan 2011–2015’. This was a graphic illustration of the lack of depth at the government level, with programme implementation closely tied to the UNDP appointee.

Survey, the 2000 Census, the 2006 Demographic and Health Survey, and administrative data. However, according to a number of local experts interviewed, the data sources are not fully reliable for outlining national targets and objectives, and there is a critical need for a comprehensive set of national statistics. The 2009–2010 Household Income and Expenditure Survey report, which is expected to be completed this year, could provide recent data on several MDG indicators. The nationally tailored MDG targets remain as estimates, even in the latest MTDP, because reliable baseline data is lacking. This lack of reliable statistical data represents an unanticipated development challenge in Papua New Guinea, and highlights a missed opportunity for UNDP to improve data collection capacities beyond just providing a Chief Technical Adviser. UNDP, however, intends to address this gap in the forthcoming programme for 2012–2015 by strengthening data collection and systems as well as capacities to use data for evidence-based decision-making.

The poor dissemination of the MDG report among wider development stakeholders has been a matter of concern considering the need for more awareness of MDG-related progress.<sup>72</sup> In addition, the Papua New Guinea MDG scorecard has yet to be distributed to the relevant government departments. Although UNDP made a significant effort to familiarize the Papua New Guinea public with the MDGs through radio shows and university lectures, it is not evident that civil society and community organizations have access to the MDG Report conclusions. There was limited information available to civil society organizations on the progress toward the MDGs. Furthermore, lack of funding has led to the discontinuation of MDG awareness training for provincial government officials in four pilot provinces.

Given the significant constraints on MDG progress in Papua New Guinea, the current emphasis UNDP placed on the MDG programme does not appear to be commensurate to the country's needs and priority status, and the thematic area is under-resourced in both financial and staffing terms. The initial MDG project had a \$428,000 budget. By 2008, when the second project was extended, the budget had increased to \$1,229,000. The current scope of work and budgetary allocations to the Chief Technical Adviser are not sufficient for effective capacity-building at DNPM, which, if made available, would result in achieving the planned outcome. In addition, the Chief Technical Adviser team at DNPM is relatively isolated and unable to link with other UNDP portfolios and projects. Better support from the UNDP to the Chief Technical Adviser team would substantially contribute to MDG monitoring and reporting efforts.

## 4.2 DEMOCRATIC GOVERNANCE

With a budgetary allocation of \$12,227,000 since 2003, the UNDP Governance Programme is the largest thematic area of the UNDP country office. Notwithstanding the widely held view among development partners and domestic stakeholders that Papua New Guinea represents one of the most challenging environments in terms of assistance to democratic governance, UNDP provided support to the most important democratic governance institutions in Papua New Guinea. While a few interventions supported by UNDP could not be fully implemented, there were considerable successes. This is particularly evident in terms of the UNDP partnership with the Department of National Planning and Monitoring.

UNDP was more active in the governance area during the 2003–2007 programme period. The Rapid Advisory Services support during

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72 Only 600 hard copies of the MDG report were printed, and even if development partners could be promptly supplied with electronic copies, most domestic partners are known to rely on hard copies, given Papua New Guinea's extremely poor computer availability and Internet access. The small print run may not have reached local development stakeholders, particularly members of civil society who are normally identified as the primary audience of the MDG report. Almost two years have passed since the 2009 MDG report was published, and its limited distribution can still be detected at the local level (e.g. the Autonomous Bougainville Government Planning Department was not aware of the indicators or data presented in the report).

programme was intended as a flexible support mechanism to respond to continuous development challenges that the government encounters. The overall goal and objective of Rapid Advisory Services was to facilitate the availability of high-level advice to the government in most thematic areas covered by UNDP. The 2007 final evaluation was generally positive about the project, noting that the “government and civil society have received substantial benefits.”<sup>73</sup> However, the evaluation also stated “over 80 percent of the beneficiaries have yet to submit a report on the funded activity, which makes it difficult for UNDP to measure the outcome of an activity as well as account for the funding spent on the activity.”<sup>74</sup> The evaluation does not list the specific activities that required reports, but evidently a number of activities failed to provide a clear connection to the overall outcome.

It was not feasible for the ADR to validate some of the Report’s observations, and a few interviews indicated that UNDP was unable to respond rapidly due to capacity constraints at that time. UNDP also supported the promotion of human rights and civil and political freedoms (e.g. voter education or corruption awareness). However, patchy information and lack of institutional memory hindered the assessment of the 2003–2007 country programme.

Information is somewhat better for the period from 2008 to the present. The UNDP outcome for this area in the ongoing programme is: “government develops and implements effective governance and crisis management policies and strategies based on the principles of good governance.”<sup>75</sup> This outcome includes four outcomes and outputs aimed to: support the Parliament and provincial governments; enhance financial management and service delivery; respect and promotion of human rights; and promote best practices for conflict prevention and recovery.

UNDP support to Papua New Guinea’s needs in the field of democratic governance has been highly relevant, particularly in terms of the Parliament’s capacity to maintain an effective legislative role and to perform its oversight functions through committee hearings and floor debates. This conclusion cannot be made with respect to UNDP contributions to the cross-cutting areas of human rights and gender equality, particularly in terms of improving government institutions’ capacities to monitor, promote and protect human rights in Papua New Guinea. Although effective in achieving intended outputs, the UNDP financial management initiative was designed as a foundational project aimed at establishing the principles of good governance in order to improve service delivery. The following three sections analyse the key outcomes and interventions under them.

## LEGISLATIVE SUPPORT

The first outcome/output was national and selected provincial parliaments function more effectively to carry out their legislative and oversight roles; three interventions carried out include Strategic Interventions Initiative, the Support to Parliament project and Support to the Office of Legislative Counsel.

### Strategic Interventions Initiative

The Strategic Interventions Initiative is the continuation of the Rapid Advisory Services project for the 2008–2011 programme period. This initiative is the second largest expenditure project in the democratic governance portfolio (with \$1,960,000 spent out of a budget of \$2,071,000).<sup>76</sup> This initiative will enable UNDP to have a flexible approach and the ability to respond quickly to emerging priorities and needs that were not anticipated during the formulation processes of the country programme or the annual work plan.

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73 UNDP, ‘Independent Evaluation of the Rapid Advisory Services Project (2004–2007)’, September 2008.

74 Ibid.

75 UNDP, ‘Country Programme Document 2009–2012: Papua New Guinea’, 2007a.

76 UNDP Papua New Guinea Programme Information, March 2011.

Under the initiative, seed funds were provided to strategic interventions, such as support for more inclusive development and an improved standard of living for all Papua New Guineans, based on economic gains from liquefied natural gas projects; and support to the Papua New Guinea Forest Authority to raise awareness about sustainable forest management and the protection of biodiversity and ecosystem services that are critical for the sustenance of people's livelihoods. The Strategic Interventions Initiative has not yet undergone an external evaluation. Without an in-depth evaluation, it is difficult to determine its overall relevance and effectiveness for a number of reasons:

- There is no detailed project document that offers the framework for the Strategic Interventions Initiative and its relation to the country programme outputs and the overall outcomes;<sup>77</sup>
- Although the output in the annual work plan refers to assisting the “Government of Papua New Guinea departments and non-governmental organizations to have the capacity to respond to the MDGs with coordination support from the UN,” it is not clear how and to what extent the initiative supports MDG implementation, and more importantly, which MDGs are being targeted; and
- Local beneficiaries, development partners and UNDP managers from other thematic areas covered by the Strategic Interventions Initiative (e.g. HIV and AIDS, MDG support, disaster risk reduction/management) are not aware of the project's existence, which raises a number of important questions: Why did the project have such a low profile that so few partners were aware of it? Why was the Strategic Interventions Initiative available to government partners as opposed to civil society organizations or educational institutions? Why did UNDP not use available national expertise for providing support to the government?

### **Support to Parliament**

The Support to Parliament Programme ran into difficulties early in the 2008–20112 implementation period: UNDP staff were asked to vacate the office established in the parliamentary premises, which effectively ended the project. An earlier evaluation of the project<sup>78</sup> points to numerous problems with project management from its beginning, in particular the high staff turnover (e.g. the Chief Technical Adviser left before work had begun). Although managerial problems did not cause the project to fail, the ADR findings indicate that more expedient work in terms of annual work plan development and placement of the project manager could have resulted in different results, or at least more outputs before the project was terminated.

Despite the difficulty in continuing the Support to Parliament, the project evaluation, stakeholders and development partners consulted by the ADR found the intervention was positive and commendable because it was initiated in a very volatile and difficult political climate.<sup>79</sup> However, in past years UNDP made very few attempts to re-establish cooperation with the parliamentary structures or to find alternative routes to address the planned country programme document outputs. Some government officials indicated that alternative routes that were available had not been explored (e.g. shadow parliamentary committees or the Clerk's Office).

### **Support to the Office of Legislative Counsel**

UNDP maintained a level of involvement in the legislative branch of the government through technical support (Web site development and study tours) to the Office of Legislative Counsel project. There are opportunities for further engagement, particularly because the office represents a crucial technical link between the Prime Minister's department and the Parliament.

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77 Strategic Interventions Initiative Annual Work Plan 2008, 2009.

78 Nakamura, R., N. Johnston and C. Rodrigues, 'Independent evaluation of the UNDP Papua New Guinea Support to Parliament Project', July 2007.

79 Ibid.

The project's sustainability is not clear, although the initiative demonstrates potential for up-scaling and future development. The project's staff members are generally satisfied with the cooperation, and have insights and promising ideas on how to continue and upgrade the current level of UNDP aid to the legislative drafting process. This is particularly evident in their suggestions on how to approach the Parliament and support the legislative process without taking unnecessary political risks (e.g. by providing technical support to the Parliament Service Office and/or the Clerk). There were also suggestions that the government needs to be supported for more effective policy coordination on an annual basis in order to improve Papua New Guinea's record in progressing towards achieving the MDGs (e.g. supporting the Leader of the Government Business Office).

### PROVINCIAL CAPACITY BUILDING

The second outcome/output target was a demonstrable improvement in financial management and accountability leading to better service delivery. Human Development Reports were produced and published, and the initiative aimed at improving provincial and district capacities through the Provincial Capacity Building project, which had two phases running from 2004–2007 and from 2008 to the present. The project is a joint programme of Department of Finance, UNDP and AusAID, focusing on capacity building in sub-national treasury functions.

The first, foundational, phase of the Provincial Capacity Building project focused on building the capacities of provincial treasuries in terms of equipment and basic training. The project's second phase supported the Government of Papua New Guinea Financial Management Improvement Programme by developing capacities around Public Financial Management at the sub-national level and assisting with the implementation of the Integrated Financial Management System. The focus was on advanced development

of procurement, claims and asset management; and on strengthening reporting procedures at the district, provincial and central government levels. The Department of Finance staff, which implemented the project, reported positive impacts in the education of provincial and district treasurers. The project's procedures have been emulated by managers in other districts and provincial departments outside the project.

The infrastructure support, training and mentoring of treasury staff in maintaining current bank reconciliations and the preparation of financial reports in many ways contributed to addressing the backlog of bank reconciliations in most provinces, and also improved relationships between administrators and treasurers in some provinces.<sup>80</sup> Though the programme is progressing well in terms of achieving specific outputs, it is too early to make observations on its contributions to results in terms of improved service delivery at the sub-national level. The programme's contributions will, however, be critical because the release of additional funds to the provinces requires timely and quality reporting by provincial treasuries.

The scope and reach of the project raised questions regarding overall progress towards the planned outputs and outcomes. The project has been implemented in 6 (Central Province, East New Britain, Eastern Highlands, Milne Bay, Morobe Province and Western Province) of 19 provinces, and despite requests from other provincial authorities for the project to be expanded, the number has not increased in the second phase. There are also questions over the planned outcomes that target improved service delivery at the provincial and district level—it is very difficult to measure the project's impacts on service delivery in the provinces. Furthermore, the 2009 MDG progress report suggests that the overall level of service delivery has not improved and may have even stagnated in certain areas.

Integration with other sub-national initiatives and government monitoring mechanisms that

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80 Chapman, R., 'Provincial Capacity Building Programme, Phase II, INH766, Mid-Term Review', Government of Papua New Guinea and UNDP, October 2010.

are currently lacking is key to achieving strengthened fiscal systems at the decentralized level. As also pointed out by the mid-term review, to more holistically address service delivery and financial management bottlenecks at the provincial and district levels, the programme should include support to strengthening planning, budgeting and expenditure procedures in addition to continuing to address financial reporting requirements.<sup>81</sup>

One of the most important components of the project, the production of the Human Development Reports in targeted provinces, has not been initiated due to lack of capacity in the Department of Finance. This failure results from the lack of a needs assessment of the prospective project's executing agency and thinly spread country office human resources. In addition, UNDP missed an opportunity to create synergies within their own thematic areas and projects in order to enable this project output. The MDG monitoring and support initiative could have significantly benefited from the Human Development Reports in the pilot provinces, particularly because the MDG support project had an awareness-raising component in some pilot provinces.

While strengthening the bureaucracy's capacities is critical, the Provincial Capacity Building project was not extended to inform decision-making or policy towards better service delivery at the provincial and district levels. Also, if the project was intended to lay a foundation for more efficient service delivery, it is not clear why it was not replicated in more than six provinces (if phase one was successful), or what options were available for up-scaling beyond the now-improved technical capacities of the provincial and district treasury staff.

### **SUPPORT TO STRENGTHENING HUMAN RIGHTS**

The third outcome/output sought by the country programme was to establish a National Human

Rights Commission. Capacity developed in relevant departments to mainstream human rights considerations into their budgets, and UNDP carried out two short-term interventions in the 2003–2007 planning period—Human Rights Advocacy (2005) and Strengthening of Human Rights (2007–2008). Since 2008, UNDP has been part of a joint UN effort through the UN Human Rights Programme in Papua New Guinea. These efforts are ongoing.

Most of the human rights outcome interventions were short in duration, focused mainly on capacity-building for the Ombudsman Commission of Papua New Guinea. Progress towards human rights outcomes is limited—the National Human Rights Commission has not been established; and the parliamentary committees that were expected to work on human rights protection issues are either inactive or dormant (e.g. the HIV and AIDS committee) or have yet to be established. The National Ombudsman Commission does not have the necessary capacity to monitor and process human rights abuse claims, particularly outside the capital and the national capital district. The Commission lacks the budgetary allocations necessary to conduct basic human rights awareness-raising campaigns. UNDP worked with Transparency International on voter education and corruption awareness projects, both of which were short term and limited in scope and reach (e.g. only 200 schools were targeted in the education project).<sup>82</sup> The government was not involved as a partner in the projects, and there was no follow-up or plans for replication in the run-up to the 2012 elections.

UNDP also supported the Department for Community Development in its efforts to increase women's representation in Parliament; provided technical assistance to the drafting of the Equality and Participation Bill; and supported awareness raising and advocacy for women's political participation and representation. UNDP provided

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81 Ibid.

82 UNDP, 'Good Governance and Anti-Corruption Education Project Document, 2007–2008', 2007b., Annex 2.

assistance to address stigma and discrimination through legal reforms to decriminalize sex work, male-to-male sex and transgender issues so that these groups can access treatment, care and support services on an equal basis as any other person.

Currently, staff capacities in the country office to support human rights related activities are not adequate. With only one Human Rights Adviser working on behalf of the entire Country Team, progress towards the human rights outcomes is rather modest. There was no evidence of UNDP contributions to joint UN efforts or a systematic approach to mainstreaming human rights concerns in UNDP programmes. UNDP also needs to better use the services of the Office of the High Commissioner for Human Rights Adviser in the UN Country Team to accomplish the envisaged outputs and outcomes in the 2008–2011 country programme document. The positive aspects of interventions with Transparency International and the Ombudsman Commission will fade completely if the country office does not raise its current low levels of attention to human rights issues.

Although limited in scope and reach, and after having undergone a period of relative contraction, the UNDP governance programme has great potential for expansion. The UNDP reputation as an impartial development partner is a great advantage and strength. Government and donors interviewed by the ADR noted that the UNDP governance programme lost its momentum since the collapse of the Parliament Support project and that as a key player, UNDP should provide sustained support in key governance areas. In the forthcoming programme, UNDP should consolidate the dispersed interventions related to strengthening governance, and provide long-term support in a few key interventions. Many stakeholders suggested that UNDP, as a key agency in the governance area, should be proactive in engaging in complex governance issues such as

transparency in governance, free and fair elections, improving the country's human rights record, and stabilizing political parties.

### 4.3 ENVIRONMENT AND ENERGY

Recognizing the value of the Papua New Guinea environment and the country's international obligations, UNDP made the environment and energy thematic area its third largest (only the governance and Bougainville areas are larger) in terms of financial resources (core and non-core) allocated to it over the past eight years. UNDP responded to two of the key issues identified in the governance section, viz., the weak governance structure and the need to involve communities as landowners. Overall, the UNDP programme is relevant to the environmental needs of Papua New Guinea, and its environment and energy interventions are helping the government meet its international commitments on environment, biodiversity and climate change.

The country programme output for environment and energy was the use of improved sustainable livelihood practices by rural communities in select provinces by 2012. The country programme targeted three outputs: capacity building, energy and climate change and rural communities' sustainable livelihoods. In addressing these outputs, UNDP developed a portfolio of 14 projects<sup>83</sup> over the eight-year period of the last two country programmes.

#### CAPACITY BUILDING

Under capacity building, the output sought was the Department for Environment and Conservation (DEC) has the capacity to develop, implement and monitor policies and regulatory frameworks to promote environmental sustainability.

A long-term capacity building project to assist the DEC with some of its core functions is in its second phase. This project was based not on

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83 The country office provided different tables listing different numbers of environmental projects. There were also inconsistencies in budget amounts. This ADR is based on the finance information provided during the scoping mission, considering it representative of the portfolio (see Annex 7).

a formal capacity assessment, but rather on observations and available reports. There is also no overt baseline against which to monitor and assess performance, and as far as can be ascertained, no evaluation has been carried out. UNDP proposed a needs assessment but the DEC declined, saying that the Global Environment Facility National Capacity Self-Assessment project serves the purpose of a needs assessment. The evaluation team disagrees, since the latter focuses on the capacity for implementing the three Rio Conventions and does not address the capacity needed to address other priority areas for Papua New Guinea, such as land-use planning and controlling the impacts of mining and hydrocarbon extraction.

UNDP support to the DEC has led to modest improvements in the level of mainstreaming of environmental considerations; these considerations are now a critical element in national development planning processes. For example, DEC has ensured that environment and conservation targets are captured in the 2011–2015 MTDP, and new strategies for conservation, such as the payment for ecosystem services model, are floated. The Environmentally Sustainable Economic Growth Policy has been drafted and awaits the creation of the Conservation and Environment Protection Authority before being finalized. In addition, the Sustainable Indicators Branch was created in DEC to develop an integrated database for the environment, which will contribute to Papua New Guinea's reports on progress towards MDG 7. The Department for Environment and Conservation capacity has improved, particularly in its Policy Coordination and Evaluation Wing, even though this is not always used to its advantage. DEC divisions tend to work in a fragmented manner with little communication between them, making it challenging for it to adopt a comprehensive programmatic approach, such as the one proposed by UNDP.

A good foundation for promoting environmental sustainability has been laid, though it is a work in progress. Unfortunately, work under this output does not seem to contribute directly to the overarching outcome for environment and energy.

## ENERGY AND CLIMATE CHANGE

Under energy and climate change, the output sought was to increase the Office of Climate Change and Development's capacity to develop climate change policy and coordinate activities to address initiatives on climate change. Of the two national projects, the Second National Communication to UNFCCC has had serious delays, and the Enhancing the Adaptive Capacity of Communities in Papua New Guinea to Climate Change and Disaster Risks in the Coastal and Highlands Regions project is still in the formulation stages—there are no results yet.

Papua New Guinea participated in three regional/global climate change projects: the Pacific Adaptation to Climate Change Project and the Pacific Islands Greenhouse Gas Abatement through Renewable Energy Project, both of which are underway, and the UN-REDD Project, which has yet to begin. The Pacific Adaptation to Climate Change Project is progressing well (after an initial, minor delay when the original Climate Change Office was abolished). The government is co-funding its component, and the Department of Agriculture and Livestock is optimistic about achieving a sustainable outcome. Unfortunately, the Greenhouse Gas Abatement Project is not progressing as well. The Department of Petroleum and Energy is unenthusiastic, and the co-funding commitment has not been honoured. Papua New Guinea is a pilot country for UN-REDD, with UNDP coordinating development partners to strengthen Papua New Guinea's agency capacity. A National Joint Programme has been sent to the UN-REDD Board for consideration, and the project is expected to be implemented this year.

This output sought to develop the policy and activity capacities of the Office of Climate Change and Development. Though new policy remains elusive, some coordination of activities has begun. The output has been partly achieved, though it does not closely correspond to the overarching outcome of the country programme.

## RURAL COMMUNITIES' SUSTAINABLE LIVELIHOODS

Under the rural communities sustainable livelihoods, the output was that the communities would have the awareness and mechanisms to apply innovative environmentally sustainable income earning opportunities, including community-based ecotourism, non-timber forest products, sustainable agriculture and eco-forestry. There were four initiatives: the Milne Bay project has been completed, the Community-Based Ecotourism Project stalled after completing its preparatory stages, the Community-Based Forest and Coastal Conservation and Resource Management project is in the final formulation stages, and the Global Environment Facility Small Grants Programme is ongoing.

### **Milne Bay Project**

The scope of the now completed Milne Bay Project was broader than communities and livelihoods—it sought to strengthen marine protected areas, assist community organizations to manage these areas and provide curriculum development in schools. It was funded primarily by the Global Environment Facility and executed by an international non-governmental organization. An evaluation of the Milne project points out that the project encountered significant operational problems, but satisfactorily achieved its objective and outcomes.<sup>84</sup>

### **Community-Based Ecotourism project**

The Community-Based Ecotourism Project is to produce a project document for a four to five-year pilot initiative in ecotourism in select communities. It has completed its preliminary phase, but appears to be stalled. No final evaluation or reports are available, nor is project or results documentation.

### **Community-Based Forest and Coastal Conservation and Resource Management Project**

The Community-Based Forest and Coastal Conservation and Resource Management Project is in the final formulation stages and will be a substantial Global Environment Facility-funded

initiative. It is expected to become operational in 2011.

### **Global Environment Facility Small Grants Programme**

The Small Grants Programme, which started in Papua New Guinea in 1994, is targeted at non-governmental organizations and communities. It comprises grants to a broad projects portfolio within the scope of Global Environment Facility thematic areas. The programme faltered because of the security situation in Papua New Guinea, difficult geography and transport barriers. These factors were compounded by allegations of bad management practices following assessment missions in 2001, 2004 and 2006. However, the Programme has recently been revitalized with new personnel and a functional National Steering Committee.

The Small Grants Programme should be more proactive in seeking implementing partners rather than simply soliciting an array of proposals. Programme staff should identify needs at the provincial level and seek recommendations from key champions, thus adopting a strategic perspective. The perception of Small Grants Programme partners was that it should have a more cohesive approach, with grantees being brought together to share experiences at the end of their projects. Further, UNDP should create a database of the results obtained and lessons learned from past projects, thus encouraging improvements in subsequent project execution. This will also facilitate UNDP partners' learning from the pilot initiatives.

Donor partners, non-governmental organizations and other stakeholders noted that with its focus on upstream policy levels, UNDP was seen as having alienated itself from the community and grass-roots levels, except in the Small Grants Programme. The Small Grants Programme could be used more strategically as a pathfinder for further, more substantial community-level projects.

While the Small Grants Programme aimed to enhance awareness among communities and

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84 UNDP, 'Final Evaluation of the Milne Bay Community-based Coastal and Marine Conservation', Global Environment Facility, 2006.

to support innovative environmentally sustainable income-earning opportunities, investment in community projects has produced few tangible results.

### **OTHER ENVIRONMENT AND ENERGY PROJECTS**

Three other projects in the environment and energy portfolio do not fit under any of the targeted outputs and make no overt contributions to the overarching outcome. One of these projects, the Remote Sensing Land Use Initiative, completed successfully and achieved its objective. The initiative was funded by UNDP target for resource assignment from the core funds (along with partner support), and was implemented by the University of Papua New Guinea. Another project is an ongoing sustainable land management initiative funded by GEF that aims to strengthen human and institutional capacities. A third project was a local implementation of a GEF/UNDP global initiative on the Programme of Work on Protected Areas. The implementation was transferred to The Nature Conservancy.

UNDP has not been very effective in its environment and energy portfolio of projects. No output has been fully achieved, and only slight progress has been made towards the overarching country programme outcome. Although the UNDP response was relevant in general, it appears to be somewhat ad hoc and not proceeding according to a well-founded strategic approach. The country office explained that the government's commitment over the years has been inadequate to ensure a sustained approach in responding to environmental problems.

Some gaps, such as those for land-use planning, are foundational and could underpin the Protected Areas Programme to identify and secure areas of high ecological and biodiversity value. It could also provide a basis for decisions in the face of liquefied natural gas developments, mining, and other consumptive land-use developments, or serve as the basis for thorough and effective environmental impact assessment processes. In

Bougainville, for example, UNDP has been instrumental in reviving the economy, primarily through the cocoa industry. However, native forests are being cleared for cocoa and oil palm plantations without reference to comparative values and potential benefits—an analysis that depends on comprehensive land-use plans, soil maps and flora and fauna surveys. According to UNDP, it did not support surveys and analysis, as other development partners were assisting the government with these tasks as part of other initiatives. However, this does not appear to be a valid reason for lack of UNDP engagement, as there were no other agencies undertaking these activities.

Inordinate delays and repeatedly deferred deadlines are common features of environment and energy interventions. For example, according to the 'Quarterly Progress Report for the Third Quarter 2010', the delivery rate of the environment task team was about 35 percent, which is well below the average of 59 percent achieved by UN task teams in general. According to the same report, the environment task team had the highest rate of delayed deliverables (40 percent), and the lowest rate of deliverables on track (53 percent). This is generally the result of government capacity being so weak that it is unable to absorb the full measure of support that UNDP is providing. Compounding this, UNDP support is not as strong as it could or should be because its capacity is also low. In addition, environment projects in Papua New Guinea face challenges due to a lack of local expertise, security concerns and problems relating to land ownership and corruption.

According to interviewees, there is untapped capacity in the Papua New Guinea academic institutions. However, the Department of Environment and Conservation does not have a good working relationship with them. This is thought to be due to the different technical levels at which the two organizations operate. In these circumstances, UNDP should leverage its credibility and contextual understanding to match needs with the best source of solutions and create the necessary linkages.

Strong partnerships, particularly with non-governmental and civil society organizations, is an area where there were limitations in UNDP support. UNDP has several implementing partners for environment interventions in the government, such as the Department of Environment and Conservation, the Department of Agriculture and Livestock, the Department of Petroleum and Energy, the National Forestry Authority, the Office of Climate Change and Development, the Tourism Promotion Authority, the Department of National Planning and Monitoring, the National AIDS Research Institute and the National Research Institute. In addition, there are civil-society partners (e.g. Eco-Forestry Forum and its member organizations), which are largely one-off partnerships.

Sustainability of programme outcomes was largely related to programming arrangements and clarity in roles and responsibilities between the government and UNDP. Lack of government ownership of programme interventions further contributed to poor sustainability. According to one of the ADR respondents, “sustainability is assured only if the donor continues to have an input, or if a good non-governmental organization is involved ... there is no depth and no champions on the government side.” In addition, lack of capacity and resources constrained sustainability—there was no organization to hand a project over to. Both UNDP and the government need to do more to ensure sustainability.

Papua New Guinea presents a major conflict between environment and development, with the government and the private sector wanting to exploit its rich natural resources with the resultant impact on the country’s incomparable ecological richness. As the only development agency providing support in the environment area in Papua New Guinea, UNDP is faced with a challenging position.

#### 4.4 HIV AND AIDS

Papua New Guinea is a signatory to the United Nations General Assembly Special Session on HIV and AIDS (UNGASS) Declaration of 2001. The Declaration requires comprehensive, international reporting on the HIV and AIDS context. Papua New Guinea produced its first UNGASS Report in 2008 and its second in 2010. The first ‘2008 Country Progress Report’ provided information on 16 of the 24 UNGASS indicators with regard to HIV and AIDS. According to the 2009 MDG report, which used the 2008 UNGASS data, the published values of the 16 UNGASS indicators in 2008 confirmed that Papua New Guinea was not on track with its efforts to achieve MDG 6.<sup>85</sup> In addition, in 2008 there was no alignment between the UNGASS indicators and the national indicators included in the 2005–2010 MTDS or the proposed national indicators for the 2011–2015 MTDP (which are also the same for the 2010 UNGASS report).

The 2010 UNGASS report was an improvement in terms of available data; it provided information for 20 of 25 UNGASS indicators. However, as in the first report, much of the UNGASS information provided was based on estimates or relied on small-scale surveys that were not necessarily representative of the country.<sup>86</sup> For example, the data source provided for Indicator 16 (higher-risk sex) is described as follows: “the data included in the previous report is from a demographic health survey whereas the value included here is from a survey conducted in one, urban/peri-urban location—Kimbe.”<sup>87</sup> To become more useful for policy-making, planning and monitoring, the UNGASS indicators need to be localized and aligned with national policies and plans.

There have been significant increases in the number of test sites for HIV and AIDS over the years, from 4 in 2004, to 201 in 2008, and

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85 Government of Papua New Guinea and UNDP, ‘Millennium Development Goals: Second National Progress Summary Report 2009 for Papua New Guinea’, Department of National Planning and Monitoring, Port Moresby, 2009.

86 For many of the UNGASS indicators, the numerator cannot be measured precisely. Moreover, the denominator is often also unknown.

87 UNGASS, ‘Country Progress Report Papua New Guinea’, 2010.

to 250 in 2009.<sup>88</sup> The increase in the number of tests conducted has also been significant, from 1,407 in 2004 to 120,607 in 2008.<sup>89</sup> However, in spite of the large increase in the number of test sites and the number of tests conducted, interviews suggest that a significant portion of persons infected with HIV are not tested or recorded. Some indication of this may be that, according to 2009 government estimates, 93 percent of all HIV cases in 2008 were reported in only 8 of the 19 provinces.<sup>90</sup> Furthermore, testing is still mainly restricted to women attending antenatal clinics, blood donors and high-risk groups.

During the 2003–2007 country programme planning period, the UNDP response comprised two projects within its HIV and AIDS thematic area: the Support to National HIV and AIDS Programme (\$484,000); and the Monitoring and Evaluation Enhancement Programme (\$682,000).

These efforts represented a second cycle of UNDP assistance to HIV and AIDS response in Papua New Guinea, which was primarily focused on building the institutional capacity of the National AIDS Council and its secretariat as the main executive body. In coordination with other development partners, mainly AusAID, the initial capacity-building effort had four main objectives: establishing a parliamentary committee on HIV and AIDS; creating a Monitoring and Evaluation Unit as the National AIDS Council; establishing a core group of leaders who were to become champions of the HIV and AIDS response; and improving the provincial level's HIV and AIDS response.

In 2005, an independent evaluation focused on the UNDP HIV and AIDS response. The

evaluation was particularly positive about the outcomes and achievements of the leadership programme in terms of institution building and the overall government response.<sup>91</sup> A key evaluation finding is that the UNDP HIV and AIDS Leadership Development Programme served as a catalyst and created the necessary political will and government support for institutional and legal reforms in the national response to HIV and AIDS. The initiative also resulted in the endorsement by Parliament of a Special Parliamentary Committee on HIV and AIDS, and a related increase in budgetary funding from \$301,000 in 2004 to \$1.78 million for 2005.<sup>92</sup> Furthermore, building on its work with the political leaders and in collaboration with UNAIDS, UNDP successfully launched the Parliamentarians Forum.

Foundational UNDP projects clearly contributed to establishing an institutional framework in Papua New Guinea, and facilitated government efforts towards an improved national response to the growing epidemic. In terms of legislative reforms, UNDP successfully supported the enactment of the 2003 HIV and AIDS Management and Prevention Act, which formally provided a legal basis for protection of basic human rights for people living with HIV and AIDS. In order to promote the new legislation, UNDP is facilitating greater involvement of people living with HIV and AIDS in the response effort, some of them finding successful employment with development partners.

Recently, the support structures created in 2005 have been struggling to provide the necessary institutional support to the epidemic response. Although the Special Parliamentary Committee on HIV and AIDS is one of the most successful outputs of the UNDP Leadership Development

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88 Government of Papua New Guinea, '2009 STI, HIV/AIDS Annual Surveillance Report', National Department of Health, 2010a.

89 Government of Papua New Guinea and UNDP, 'Millennium Development Goals: Second National Progress Summary Report 2009 for Papua New Guinea', Department of National Planning and Monitoring, Port Moresby, 2009.

90 According to the 2009 MDG Report (ibid.), these provinces are: NCD (40 percent), Western Highlands (17 percent), Eastern Highlands (15 percent), Enga (7 percent), Morobe (7 percent), Southern Highlands (5 percent), Chimbu (2.5 percent), Madang (2 percent).

91 UNDP, 'Support to the National HIV and AIDS Response in Papua New Guinea: Evaluation Report', 2005.

92 Ibid.

Programme, it has been relatively inactive in performing its basic responsibilities. Interviews with national stakeholders indicate that the Committee is constrained by poor funding and lacks the capacity to meet on a regular basis, conduct public hearings, or support the necessary and relevant legislative reforms. Lack of interest from the Committee majority was also seen as a contributing factor.

The absence of effective legislative oversight of the HIV and AIDS response is preventing the proper implementation of the 2003 HIV and AIDS Management and Prevention Act. The 2003 Act should protect the human rights of high-risk groups such as the sex workers. However, in some provinces they are commonly arrested and prosecuted if suspected of being HIV positive. At present, the Special Committee on HIV and AIDS is likely to be completely marginalized unless UNDP can re-engage it in the overall national response; particularly as such an initiative could be an important gateway in terms of the UNDP governance portfolio and its relationship with the national parliament.

Among the most important UNDP achievements between 2005 and 2008 were the establishment of the Monitoring and Evaluation Unit and UNDP support to basic training. The Evaluation and Monitoring Unit at the National AIDS Council Secretariat underwent an independent evaluation,<sup>93</sup> with findings focused on the major achievements and progress in establishing the evaluation and monitoring capacities at the National AIDS Council Secretariat. Achievements include:

- Establishing a Monitoring and Evaluation Unit in 2005 (at establishment, it had five staff members);
- Conducting basic monitoring and evaluation training in 12 of 19 provinces. Each training session averaged 30 participants with a multi-sectoral backgrounds;

- Developing 55 programme monitoring indicators and guidelines through a participatory process and launching in September 2007; and
- Establishing a coordination mechanism at the provincial level through the introduction of provincial monitoring and evaluation teams.

The most significant drawback of the project was that “after the roll-out process in November 2007, feedback, additional support and guidance as well as quality control of data and data gathering has not been carried out.”<sup>94</sup> The evaluation was concerned about the sustainability of the Monitoring and Evaluation Unit, which had neither carried out significant data gathering at the time nor produced much in terms of programme monitoring.

The 2008–2011 country programme document set the following two outcomes with respect to support and assistance to the national response to the HIV and AIDS epidemic:

- Halt or reduce the rate of HIV and AIDS infection by 2012, and ensure that the government provides services to those people with and affected by HIV and AIDS; and
- National AIDS Council effectively and efficiently fulfils its responsibilities in managing, coordinating, implementing, monitoring and evaluating the national response to HIV and AIDS.

These outcomes were created in coordination with the UN Country Team working group (the joint UN task group on HIV and AIDS), which sought to put the division of labour into the operational structure with the national 2006–2011 HIV and AIDS Strategic Plan. Under the arrangement, the United Nations Population Fund supported HIV-prevention efforts; UNICEF and the World Health Organization provided treatment and care; and UNDP and UNAIDS supported HIV and AIDS capacity development and system

93 Government of Papua New Guinea, ‘Evaluation Report of the Joint Monitoring & Evaluation Programme on HIV and AIDS, First Phase (September 2005 to March 2008)’, National AIDS Council Secretariat, June 2008.

94 Ibid.

strengthening. The UNDP-led capacity development section sought to build upon the relative successes of previous projects that were focused on building national capacities of institutions in charge of the non-treatment response.

Since 2008, UNDP has focused on the three core priority areas:

- Strengthening civil society organizations' capacity to implement the national HIV and AIDS strategy;
- Strengthening the now-established and functioning monitoring and evaluation system at the national HIV and AIDS Council Secretariat; and
- Strengthening leadership at various levels, particularly at the provincial and district levels.

The initiative to strengthen the civil society organization community and include it in the HIV and AIDS response was a logical continuation of activities focused on capacity building at the government agency level. However, civil society capacities in the field of HIV and AIDS and other social and political areas remain extremely weak. Further, the Papua New Guinea Alliance of Civil Society Organizations, the non-governmental umbrella organization established in 2007, is no longer active. Though the capacities of certain member organizations have been strengthened (for example, Igat Hope, a leading civil society organization for HIV-positive individuals in Papua New Guinea), they are not strong enough to be considered serious stakeholders in the national HIV and AIDS strategy implementation.

The Monitoring and Evaluation Unit at the National AIDS Council Secretariat was successfully established in the previous planning period. However, its full operation in terms of consistent data gathering has been marred by numerous problems, primarily in the form of frequent staff

changes and development partners' inconsistent and sometimes parallel initiatives. In addition, the various agencies working in the area of HIV and AIDS lack coordination, and it was not evident that UNDP played a role to enable a more coordinated approach. For example, a leadership programme similar to the one supported by UNDP was carried out by AusAID in 2008. The programme produced training materials that differed significantly in content with the earlier training programme supported by UNDP, leading to confusion among the national stakeholders. The National AIDS Council Secretariat lacked the capacity to coordinate the different inputs it received. Eventually, AusAID discontinued its programme with significant resources spent on the duplicated initiative, which could have been used elsewhere.

The Monitoring and Evaluation Unit faces numerous challenges in data gathering, primarily due to weak capacities at the provincial and district levels. The interim monitoring solution in the form of the Provincial Monitoring and Evaluation Teams, which were originally designed as dedicated groups of volunteer administrators, lacked capacity and failed to implement their obligations—only a handful of provinces have reported limited amounts of data. A longer-term solution attaching monitoring and evaluation officers to the Provincial AIDS Committees is also lagging behind—recruitment and education problems have prevented the National AIDS Council Secretariat from establishing a functioning network of monitoring and evaluation officers. There is concern regarding the future role of the National AIDS Council Secretariat, given its current capacities to monitor, evaluate and coordinate the overall non-treatment-related response to the HIV and AIDS epidemic.<sup>95</sup>

The successful Leadership for Results Programme continued into the latest programming cycle.<sup>96</sup>

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95 Since the ADR field mission took place, the country office indicated that the staff positions have been filled. Orientation processes for new staff began in the second quarter of 2011.

96 The relative success of the first phase is estimated according to findings of the 'Support to the National HIV and AIDS Response in Papua New Guinea: Evaluation Report' (UNDP, 2005).

In this programme, local leaders receive nine months of training to help them devise HIV and AIDS action plans for their communities. Although originally a success story, UNDP support to the HIV and AIDS area has recently stagnated. The Leadership for Results Programme has introduced a new component, the Community Conversations Programme piloted in one province and six communities. This new component aims to engage the community in the HIV and AIDS response through open conversations aimed at problem identification and behaviour changes. The programme's recent initiation prevents making an accurate assessment of its impact on the established leadership programme.

The joint UN task group on HIV and AIDS is one of the better organized UN Country Team working groups within the Delivering as One mechanism. UNDP, several other UN system agencies, and government partners have been holding regular meetings in order to formulate strategies and coordinate responses. In terms of internal coordination, the joint UN Task Force on HIV and AIDS is creating joint work plans with activities and outputs planned according to the country programme outcomes for HIV and AIDS. However, the implementation of activities remains highly individual without much visibility within the Delivering as One modality.

Efforts towards strengthening the National AIDS Council Secretariat's capacities to better coordinate HIV and AIDS related activities in the country were not evident. UNDP, along with joint UN Task Force on HIV and AIDS, is particularly well situated to support coordination efforts, as it is part of key HIV and AIDS-related forums. For example, UNDP is part of the Country Coordinating Mechanism represented in the National AIDS Council, UNDP supported the establishment of the Parliamentary Committee on HIV, the National Coordination Mechanism and the Development Partner's Forum. UNDP should leverage on its partnerships to further strengthen coordination of HIV and AIDS activities.

Although effective in terms of achieving outputs, the HIV and AIDS area appears to have lost momentum, and the sustainability of achieved outputs under HIV and AIDS support appears jeopardized. A number of development partners have expressed concern about the sustainability of the National AIDS Council Secretariat, particularly its monitoring and evaluation unit. In its early days, the Unit made significant contributions in terms of the available data (e.g. the prevalence rate). While periodic reports have been prepared subsequently, frequent staff turnover and chronic understaffing are undercutting the Unit's sustainability prospects. Since the last Chief Technical Adviser left, data gathering has stopped and the number of reporting provinces has been significantly reduced. Furthermore, Provincial Monitoring and Evaluation Teams are rarely functional, and Provincial AIDS Committees are not able to cope with the monitoring tasks within their current capacity.

Overall, the National AIDS Council Secretariat requires urgent strategic-level assistance that cannot be offered by a single development partner—if the high managerial staff turnover continues, the Secretariat will soon be unable to implement the national strategy or coordinate the donor-supported response. The civil society organization capacity-building initiative needs strengthening, as Papua New Guinea non-governmental organizations lack the capacity to become significant partners in the implementation of the HIV and AIDS strategies or development projects. Although the basic framework of the Papua New Guinea Alliance of Civil Society Organizations still exists, it is not operational, and the remaining civil society organization community is too weak to perform its primary roles of monitoring government responses and pressing for necessary changes and reforms.

Furthermore, development partners and UN agencies voiced concerns regarding the number of country office staff members assigned by UNDP to support HIV and AIDS projects. A related issue is the staff turnover, a concern in other programme areas as well. Although extremely

satisfied with the hard work of the HIV and AIDS portfolio staff member, a number of people interviewed expressed concerns that UNDP progress in HIV and AIDS support over the past two years would be reversed should the manager decide to leave.

#### 4.5 DISASTER RISK MANAGEMENT

UNDP has been actively engaged in disaster risk reduction and disaster risk management in Papua New Guinea since 2006 through its Nation Building Support Programme (2006–2008), initially under the Human Rights, Peace and Security thematic portfolio. In 2008, the disaster risk reduction/management intervention became part of the Crisis Prevention Programme with the more precise name of Nation Building through Crisis Management and Prevention. Under the 2008–2011 country programme, disaster risk reduction/management falls under the general outcome of democratic governance related to conflict prevention and recovery: relevant institutions in Papua New Guinea research and apply best practices for conflict prevention and recovery, and the associated gender dimensions to enhance nation-building, with a number of outputs being targeted.

The programme documents lack clarity in articulating outcomes and expected contributions. The UNDP country programme document outcome framework for crisis prevention and recovery indicates that the disaster risk reduction/management thematic area is related to general outcomes on crisis prevention and recovery to enhance nation-building. The UN country programme is more explicit. Intermediate Outcome 6 focuses on disaster risk management policies: “National Disaster Centre and Provincial Government have the capacity to prepare for and respond to natural disasters.”<sup>97</sup> The apparent mismatch between the UNDP and the UN country programmes creates certain difficulties for the proper evaluation of the thematic area, particularly due to the lack of

project documents. The disaster risk reduction/management programme largely provides technical support focused on building the capacities of national disaster management institutions. “Under both programmes UNDP was aimed at providing technical support to strengthen National Disaster Centre’s disaster risk management capacities. According to UNDP, strategic support is also provided to National Disaster Centre to strengthen its position within the wider governance context of the country.”<sup>98</sup>

Furthermore, the 2009 and 2010 Disaster Risk Management annual work plans and the Disaster Risk Management Fact Sheet make no connection between nation-building efforts and the disaster risk reduction/management project. The background of these documents provides a description of Papua New Guinea’s exposure to natural disasters and its lack of preparedness in terms of early warning systems, response and disaster relief. The purpose of these interventions is described as “improving capacity at the National Disaster Centre ... the project is working to make the National Disaster Centre better at preparing for and responding to natural disasters, including better prediction tools, better strategies for providing emergency relief and better assessment of damage and injury.”<sup>99</sup>

UNDP interventions in support of disaster risk management are highly relevant given the context of Papua New Guinea. In terms of assistance to national planning in the disaster risk reduction/management area, the UNDP initiative recorded important achievements in terms of escalating the disaster management agenda to higher levels of government development planning. In 2005, for example, the National Disaster Centre produced a National Disaster Risk Management Framework for Action, which lists expected outcomes and main activities. However, it lacks crucial statistical and research-based baselines or targets. UNDP is supporting the implementation of the Papua New Guinea National Framework of

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97 UNDP, ‘Country Programme Document 2009–2012: Papua New Guinea’, 2007a.

98 UNDP, ‘Disaster Risk Management Project Facts’, 2010a.

99 Ibid., UNDP, ‘Disaster Risk Reduction Work Plan’, 2009.

Action. An Applied Geosciences and Technology Division Report on Disaster Risk Management Mainstreaming in Papua New Guinea concluded that the “Papua New Guinea Disaster Risk Management Framework for Action 2005 represents a very high level strategic document, which provides some guidance for the creation of more specific and targeted disaster risk management interventions.”<sup>100</sup> However, the 2005–2010 MTDS did not include disaster risk management among its priorities and does not mention any support to disaster response, relief or recovery.

In line with the National Framework, in 2010 UNDP collaborated with the Applied Geosciences and Technology Division and the National Disaster Centre to develop the Disaster Risk Management Mainstreaming Project for Papua New Guinea (currently being implemented). The project implements different strategic elements of the National Framework of Action. While it cannot be entirely attributed to UNDP, UNDP advocacy efforts contributed to including disaster risk management in the 2011–2015 MTDP and the government’s resource allocations.

Since 2008, UNDP has helped push disaster risk reduction/management to the forefront of the government’s planning agenda through a number of activities. For example, the UN Disaster Assessment and Coordination team conducted a mission in May 2009 to provide guidance and recommendations on improving the government’s preparedness for natural disasters. The draft disaster risk management protocols included appropriate arrangements for coordinated preparedness and response activities.

UNDP activities and advocacy contributed to including disaster risk management in the 2010–2030 Development Strategic Plan and as a cross-cutting issue in the 2011–2015 MTDP, although these plans have yet to be implemented. While these documents indicate which disaster

risk management policies and legislation initiatives need reform and updating, there is no current strategic-level document that includes all the recommendations or provides an effective implementation-oriented document that lists the specific needs and activities necessary to achieve the Papua New Guinea Development Strategic Plan and the MTDP targets.<sup>101</sup>

UNDP recently initiated a programme to integrate disaster risk management into the development planning and budgeting of three key departments: the Department of National Planning and Monitoring, the Department of Education and the Department of Physical Planning. However, it is too early to assess the results of this disaster risk management institutional coordination initiative.

Comprehensive disaster risk management work plans have been developed for the Autonomous Region of Bougainville and the provinces of Oro and the Eastern Highlands. The activities rolled out in these provinces in 2010 included: strengthening provincial disaster management offices; establishing fully operational provincial disaster committees; training district and provincial staff on disaster risk management issues; and developing preparedness and response plans and awareness-generation programmes.

Basic training on disaster risk management and damage needs assessment was completed in two provinces, Bougainville and Morobe. Two workshops, one on landslide management and the second on flood risk management have also been carried out in Eastern Highlands and Oro provinces. The Office for the Coordination of Humanitarian Affairs and UNDP, together with the UN Refugee Agency, supported the National Disaster Centre to develop contingency planning capacities. As a result of these interventions, four high-risk provinces in Papua New Guinea have functional, staffed disaster management offices

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100 UNDP and Secretariat of the Pacific Community, ‘Disaster Risk Management Mainstreaming in Papua New Guinea: A Way Forward’, 2010.

101 Government of Papua New Guinea, ‘Papua New Guinea Medium Term Development Plan: 2011–2015’, Department of National Planning and Monitoring, Port Moresby, October 2010e.

with formally established provincial Disaster Management Committees. The Committees are expected to include representatives from key sectors, such as non-governmental organizations, women, youth and church groups. However, due to lack of provincial support, the sustainability of the committees and contingency planning remains a challenge.

The government and the UN system established a disaster management team, which comprises all key agencies working on disaster risk management. It is chaired by the UN Resident Coordinator; the United Nations Office for the Coordination of Humanitarian Affairs provides secretarial support. Activities of the team include: following up on the implementation of the United Nations Disaster Assessment and Coordination Team mission recommendations; ensuring that the existing national contingency plan is still understood and relevant; and ensuring that coordination mechanisms are in place. While the disaster management team has been effective and provided necessary technical assistance to the National Disaster Centre in times of emergencies, it is still in its early stages and therefore it is too early to make observations on contributions to results.

Two provincial governments (Morobe and Northern Province) have allocated resources for disaster risk management. In Morobe, a high-risk province, a multi-sectoral disaster risk management action plan has been developed that identifies gaps and opportunities for investment in relation to disaster risk management. In the Northern Province, a contingency plan has been developed that addresses the major natural hazard risks the province is prone to (flooding and volcanic eruption).

There are areas in disaster risk management that need further attention. There is a lack of inter-connectivity among the major early warning institutions and governmental departments. For example, the National Disaster Centre, the Geophysical Observatory and the National Weather Service could be more closely

integrated—if not forming a single agency. In that respect, there are also missed opportunities in establishing linkages between the Office of Climate Change and Development and the Disaster Risk Management Centre. Most of the linkages between the two agencies are project related and institutional linkages need to be further strengthened. The weak relationship between the national and provincial governments in relation to disaster risk management has hindered risk management efforts at the provincial level—provinces do not allocate resources for disaster risk management. The National Disaster Centre is understaffed (only eight permanent officers work at the centre), and it is dependent on UNDP to implement its annual work plan. These factors are signs of weak national ownership and sustainability of the intervention.

The reliance of the country office on annual work plans instead of full project documents for the disaster risk reduction/management programme makes it difficult to ascertain the scope of UNDP activities and contributions to national development results. Annual work plans provide little explanation or connection between the stated actions and the country office or country programme document outputs and overall outcomes.

#### **4.6 CRISIS PREVENTION AND RECOVERY IN BOUGAINVILLE**

The objectives of the Nation Building through Crisis Prevention theme in the 2008–2011 country programme were to strengthen national and provincial capacities in dealing with community security, disaster risk management and gender-based violence. These were reflected in the conflict prevention and resolution programme's upstream focus on Bougainville and policy development with the national government.

The objectives of the Bougainville Programme were to complement and follow-up from the UN Observer Mission in Bougainville following its 2005 post-election withdrawal. UNDP was the leading UN presence in Bougainville and took over the responsibility of implementing the 2001

Comprehensive Peace Agreement, particularly in the areas of weapons disposal, peace building, reconciliation, livelihoods, and building capacities for sustainable peace. According to the United Nations Security Council, UNDP will “deal with planning and community support ... [addressing] local governance and leadership issues by working with the Councils of Elders, young people, women and other local institutions. Emphasis will be placed on the sustainability of local institutions and their integration with the administration. Direct support will also be given to key community institutions that are responsible for maintaining law and order. UNDP will assist small farmers with organization, extension, market access and policy formulation.”<sup>102</sup>

The absence of a formal transitional/exit mechanism at the end of the United Nations Observer Mission in Bougainville mandate transferred the challenges related to the programme to UNDP. In the transitional phase, the unfinished tasks also stretched UNDP capacities, as it had to respond to additional tasks, such as the preparation and conduct of subsequent elections in Bougainville. It was not possible to assess the nature of the transfer or the consequences for UNDP, as there was limited institutional memory.

The UNDP Bougainville Programme primarily focused on developing a national strategy to address nation-building issues, supporting institutions’ efforts to research and apply best practices for conflict prevention and recovery, and engaging civil society in conflict prevention and the recovery policy.<sup>103</sup> In response to the rehabilitation and recovery challenges facing the Autonomous Bougainville Government, UNDP supported capacity-development efforts of the Autonomous Bougainville Government Planning Division, the Division of Community Development and local level governments. The approaches adopted focused on government and community involvement as part of reconciliation efforts, technical advisory support for the

Autonomous Bougainville Government capacity development, and local level government support through the Council of Elders and civil society organizations. This reflected both an upstream and a bottom-up approach, which was the most effective way to bring the government and the community together in post-conflict reconciliation and reconstruction.

A capacity needs assessment was not carried out for the first Autonomous Bougainville Government Programme (2005–2010). The three main pillars of the 2008–2011 country programme for conflict prevention and resolution were to provide support for peace reconciliation, weapons disposal technical advisory and capacity development. In parallel, the Bureau for Crisis Prevention and Recovery’s ‘Papua New Guinea Strategic Partnership Framework’ was developed to guide the Bureau’s 2008–2011 Nation Building through Crisis Prevention programme. The programme aimed to strengthen national and provincial capacities to deal with community security, disaster risk management and gender-based violence. These areas of programme focus reflected the needs of Papua New Guinea where national security is a key issue and were in keeping with the 2005–2010 MTDS.

In order to analyse factors that contribute to national security and to ensure the relevance of conflict prevention and resolution policy and programming, the Bureau for Crisis Prevention and Recovery funded an Integrated Development Assessment of provincial-level quantitative and qualitative data. This was intended as a baseline research study of police and selected communities, with a focus on attitudes and practices that prevent and respond to gender-based violence.

At the national level, the Office of Security Coordination and Assessment and the National Security Advisory Committee requested UNDP collaborative support to initiate and process a national security policy. UNDP assistance

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102 United Nations Security Council, ‘5222nd meeting’, S/PV.5222, 6 July 2005.

103 UNDP, ‘Country Programme Document 2009–2012: Papua New Guinea’, 2007a.

led to the Department of the Prime Minister committing to establish an Inter-Departmental Committee on Small Arms Control. UNDP also supported the development of the Autonomous Bougainville Government weapons disposal policy, recently endorsed by the Bougainville Executive Council.

Intermediate Outcome 5 of the 2008–2011 country programme states that the Government of Papua New Guinea is committed to nation-building through effective crisis-management and prevention. This is to be achieved by two outcomes:

- Nation building strategy is in place enabling the government to address issues of crisis prevention; and
- Selected Communities are able to effectively apply mediation and arbitration to reduce the level of crisis and violence in their communities and are linked to national and regional networks.

Overall, the conflict prevention and resolution programme has been partially effective in achieving both outcome areas, although national-level achievements and achievements in provinces outside Bougainville have been limited. UNDP contributions have been important in incorporating the Bougainville chapter into the MTDS in order to reflect the needs of the region, and the formulation of the 2005–2010 Bougainville Corporate Plan. The UNDP programme complemented government efforts by facilitating the implementation of national development strategies and policies.

Technical support was provided to the Prime Minister's Department for the National Security Policy for the establishment of an Inter-Departmental Committee on Small Arms Control and for collecting and analysing armed violence reduction data. UNDP also provided assistance for formulating the Autonomous Bougainville Government's Peace, Reconciliation and Weapons Disposal Policy and for establishing the Autonomous Bougainville Government Peace Division.

Mediation and arbitration to reduce crisis and violence in communities is a key area of UNDP support in Bougainville. The initial focus was on the Bougainville Rehabilitation, Reconstruction, and Development Project, which supported 17,000 families' return to cocoa production. The Bougainville Planning and Community Support Project contributed to reinforcing peace processes by supporting community-based income generation and livelihood activities. This project was completed in 2007, and although lack of financial sponsorship prevented it from delivering on all of its intended economic activities, it did produce the first Bougainville Human Development Report.

In 2007, UNDP and the Autonomous Bougainville Government organized the first Sports for Reconciliation event, which developed into the Peace Fairs, followed in 2010 by the Bougainville Games (the Autonomous Bougainville Government fully owns and leads this initiative). The Games, celebrated in the southern district of Buin (a location that for many years was inaccessible and insecure due to former fighting groups' activities), turned out to be the most transformative event since the 2001 signing of the peace agreement. Teams, supporters, and more importantly, chiefs and faction leaders from all districts participated in the competition. For the first time, women of these 'no-go' areas mobilized themselves to participate in an event. The inclusive participation culminated in a massive popular movement towards reconciliation and the breaking of the long silence between the factions; it can be regarded as one of the more effective UNDP-supported initiatives.

UNDP assistance to Peace and Reconciliation in Arawa in 2009 for families of victims who had died during the conflict is considered as an important contribution by some government and community stakeholders in Bougainville. UNDP prioritized the reconciliations and funding based on a mapping of conflicts done jointly by UNDP and local communities through their Peace Committees. UNDP made efforts to empower government and local leaders to drive the process. Managing the diverse expectations and ensuring

national ownership has been challenging for UNDP, as for most agencies working in Papua New Guinea.

UNDP work concentrated on reconciliation, weapons disposal, human rights, support to the Council of Elders and technical assistance to the Autonomous Bougainville Government. The early period of weapons disposal was not fully successful, considering the associated complexities. The programme's strength, however, has been the support given to local-level peace and reconciliation initiatives. The programme's main weakness stemmed from UNDP taking on a high-profile weapons disposal programme that UNDP and its Autonomous Bougainville Government counterpart were ill-equipped to implement.

Support to rehabilitation efforts such as Community Trauma Programme and peace fairs through Nazareth Centre for Rehabilitation made positive contributions. The Community Trauma Programme, which also received the support of the national government, aimed to meet the need to up-skill trauma counsellors, build the capacities of mediators and counsellors, and rehabilitate 230 former combatants of north-west of Buka. The Programme received very positive feedback; the group is weapons-free and holds changed attitudes towards violence. A direct outcome is a proposed national government programme by for men and boys to engage in building non-violent peace.

UNDP funded women's participation in Peace and Reconciliation Committees at the district level and in the Peace Fairs. The Fairs, which brought in youth, women and communities, entailed traditional cleansing ceremonies, reconciliations, dialogue processes with former combatants, awareness-raising of women's and children's rights, and skills-building. In 2008, UNDP funded leadership training and resource mapping for the Bougainville Women's Federation, the Bougainville Women Leader's Reconciliation, and workshops for women in local-level government leadership.

Women who were directly involved in projects funded by UNDP actively participated by going into the conflict zones to bring about peace. It was evident that UNDP played an important role in facilitating the women leaders to successfully design and implement these initiatives. These were significant initiatives in a complex environment, although it is too early to make observation on their contributions to outcomes and results. Although not an intended outcome of the UNDP country programme, these initiatives can be directly linked to Security Council resolution 1325 on Women, Peace and Security and to the Bureau for Crisis Prevention and Recovery's '8 Point Agenda'.

Initiatives to address gender-based violence were started in 2010. The main activity undertaken was a baseline research study focusing on the attitudes and practices of police and select communities in order to prevent and respond to gender-based violence. The recommendations are intended to serve as a foundation for a capacity building package for the Royal Papua New Guinea Constabulary. The draft was still awaiting finalization; both the Law and Justice Sector of the Constabulary and the Division for Community Development in Bougainville have yet to hold follow-up consultations regarding the report's recommendations and outcomes.

The ownership and active engagement of the government and civil society stakeholders were key factors of programme continuation in a few instances. For example, the Autonomous Bougainville Government assumed continued responsibility for the Bougainville Games. One of the key outcomes of the Games was the Meekamui factions (traditionally excluded from the peace agreement) settling internal differences and opening a dialogue with the Autonomous Bougainville Government—thereby strengthening the shift to development and local ownership. In many areas, however, low stakeholder and implementing partner capacity constrained programme implementation and will pose challenges to sustainability.

Lack of continuity, decreasing financial resources, poor monitoring, time-consuming recruitment, and the insufficient technical capacity of staff were some of the constraints on achieving intended outcomes. In areas where there was considerable progress, collaborative partnerships with the government, Bougainville community groups and civil society were a key factor. While Security Council resolution 1325 was not used by the United Nations Observer Mission to Bougainville or the country office as a guiding framework for support for conflict prevention and recovery programme, the initiatives undertaken by UNDP to involve women representatives in formal meetings and as key implementers in the reconciliation process did address some of the resolution's recommendations. UNDP could have paid more attention to engaging the Division for Community Development and Women regarding women's formal involvement in establishing the Autonomous Bougainville Government Peace Division. A weak area of the UNDP programme is the lack of a holistic approach to addressing gender-related issues, which contributed to an ad hoc approach to gender and women's issues in the Bougainville Programme.

#### 4.7 GENDER EQUALITY

The UN Gender task team, chaired by UNDP, serves as the gender equality coordinating mechanism for the Delivering as One modality. The task team is responsible for ensuring the outcome that women and girls experience fewer gender inequalities. The tasks carried out by the team include developing the 'Five Year Strategic Plan', delivering quarterly strategic reports, and contributing to the UN Country Team's monitoring and evaluation.

The 2008–2011 country programme addressed gender equality and women's empowerment by committing UNDP to working across practices and to partnering with other UN organizations on initiatives aimed at helping national partners to:

- Incorporate gender equality into MDG-based planning and monitoring and apply gender-sensitive budgeting techniques;
- Reduce violence against women, the vulnerability of women and girls to HIV infection, and the burden of care that falls on them;
- Expand women's participation in governance and decision-making processes and strengthen women's property and inheritance rights; and
- Reduce time burdens on women and girls by mainstreaming gender into environment and energy policies.

The main outcome sought was that by 2011, women and girls would experience fewer gender inequalities in Papua New Guinea. Based on an analysis of the status of gender relations and women's empowerment in Papua New Guinea, the 2008–2011 UN country programme identified three key entry points for addressing gender inequalities: women in leadership; gender-based violence; and girls' education. The United Nations Population Fund chairs the gender-based violence task team (the key UN mechanism addressing this issue), and is the lead agency for the UN-wide gender-based violence programme. UNICEF is the lead agency for girls' education. UNDP focused its interventions on women in leadership and gender-based violence.

Despite the complex nature of the issues involved and the challenging political context in Papua New Guinea, UNDP consistently extended support to gender equality and women's empowerment in both country programmes. There was considerable evidence that UNDP was committed to addressing gender inequality in public and political spaces and was consistently on the forefront in supporting policy formulation and in facilitating policy discussions. UNDP also actively participated in joint UN initiatives that addressed gender-related issues. However, it would be premature to make observations on contributions to results on this challenging development issue in Papua New Guinea.

## WOMEN IN LEADERSHIP

The Women in Leadership programme addressed the under-representation of women in Parliament and the leadership roles of the key national gender equality mechanisms (the National Council of Women, the Office for Development of Women and the Department for Community Development Gender Branch).

In order to ensure the relevance of the National Council of Women, UNDP funded a review and revision of the 1979 National Council of Women law, recommending repeal of the existing legislation, and replacement with a new bill that would provide clear, transparent administrative structure, power and function, a system of checks and balances, and clear linkages between the National Council of Women and the government. UNDP has been a lead actor in facilitating the development of the new National Policy for Women and Gender Equality.

In 2009, UNDP was instrumental in an initiative by the Minister for Community Development and Women. The Minister used Sections 101 and 102 of the Papua New Guinea National Constitution to endorse the nomination of three women members to Parliament. The Resident Coordinator co-chaired the UN Joint Technical Working Group along with the Minister, and UNDP provided the necessary funding and technical advice for legal drafting. The efforts to ensure the nomination of three women to parliament were not successful.

Subsequent UNDP interventions focused on support to efforts towards reserved seats for women. The process adopted by UNDP was inclusive and nationally driven, and included building the capacities of government and partners and potential women candidates. UNDP provided technical assistance for the drafting of the legal documentations and extensive consultations that resulted in the women's bill now before Parliament (the Equality and Participation bill).

A notable achievement is that the first reading of the bill was achieved and the Parliamentary Committee on Constitutional Laws and Acts. While subordinate legislations were in the process of gauging the public's views for presentation to Parliament in August 2011 prior to the second and third readings, recent changes in government may delay debate on the bill.

Despite strong momentum and networking on the bill, national political instability and the threat of a parliamentary no confidence motion led to the bill's deferral into 2011. Interviews with stakeholders did not provide sufficient indication if the law will be adopted for implementation in the 2012 national elections. One of the outcomes of this process, however, was that a National Executive Council policy decision created two-member provincial electorates, with one seat reserved for the member who will be the Provincial Governor and the other to be exclusively reserved for a female member.

Government and civil society stakeholders regard UNDP as important to moving the agenda for women's parliamentary representation forward. UNDP provided key momentum for the sensitization process on increasing women's political participation and promoting the Equality and Participation Law.

In 2010, the country office invited the UNDP Regional Office in Bangkok to identify the key development issues and challenges faced by the three Women's Machineries<sup>104</sup> and to explore the key technical and functional capacity gaps that influenced these development issues. UNDP conducted a capacity assessment and applied the Gender Assessment Toolkit developed by the UNDP Asia/Pacific Regional Centre. The study focused on mapping the capacity constraints experienced by the machineries advancing gender mainstreaming in the country. The Office of Development of Women is making progress and already taking measures to address capacity

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104 The Office for Development of Women; the National Council of Women, Gender and Development; and a Branch of the Department for Community Development.

constraints. However, further efforts are needed to support a more coherent functioning of the three agencies towards a common goal.

In order to build the Office for the Development of Women's capacity as the lead government agency for gender equality, UNDP supported its development of a five-year Communication and Advocacy Strategy. The Strategy features sub-national workshops and one-to-one consultations, and will serve as a mechanism for increasing women's participation in leadership roles. Implemented in 2010, it is too early to assess the Strategy's results.

The National Road Show on the Women's Bill on Equality and Participation, a short-term advocacy effort supported by the UN gender team, sent teams to all provinces with messages supporting the importance of reserving seats for women, informing and involving local women, and encouraging the public to urge their Members of Parliament to vote for the Bill. The perceptions of and responses received from communities were provided to the government. Communities were responsive and expressed their desire to see more government policies and programmes delivered in this manner.

The Women in Leadership programme included effective consultative mechanisms and capacity-building processes. A recent partnership with the Australian National University's Centre for Democratic Institutions<sup>105</sup> bolstered the programme's capacities; the Centre provided the programme with technical assistance to develop a 2012 election strategy (this support will continue throughout the implementation phase). At the government level, the Office for Development of Women, on behalf of the Department for Community Development, took the lead in developing the election strategy and will be the key implementing agency.

## GENDER-BASED VIOLENCE

The Preamble to the 'Constitution of the Independent State of Papua New Guinea' specifically provides that "the people reject violence and seek consensus as a means of solving our common problems." Further, the 2009 Pacific Forum Leaders' Communiqué acknowledged that sexual and gender-based violence was a risk to human security and a potential destabilizing factor for both communities and societies.

Responding to national priorities, UNDP supported initiatives to address gender-based violence as part of the overall UN programme. The 2008–2011 country programme recognized gender-based violence as the biggest threat to individual human security in Papua New Guinea. The UNDP programme emphasized gender equality and the prevention of gender-based violence among women, girls, men and boys as essential features of nation-building.

UNDP pursued several activities towards the outcome of communities in one province in each region reducing gender-based violence by 25 percent by 2012. UNDP supported the Masculinity Desk under the National Council of Women. The Masculinity Desk has been liaising with organizations that can support the campaign against gender-based violence from a male perspective. UNDP advocacy support in this area included weekly radio programmes. As part of the ongoing efforts of the UN country programme, the United Nations Population Fund's focus has been on building the National Council of Women's capacity to undertake a mentoring programme and on providing financial assistance to the Department for Community Development to complete the CEDAW Report. The UNDP component was to conduct a Community Capacity Enhancement programme for local-level government and the National Council of Women representatives. The progress of UNDP efforts has been minimal.

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<sup>105</sup> CDI is funded by the Australian Government to support the strengthening of democratic institutions in Papua New Guinea, Solomon Islands, Vanuatu, Indonesia and East Timor. CDI works with parliaments and political parties in these countries and has a strong gender focus in its work. CDI is based at the Australian National University and, in recent years, has provided training for women candidates in the Solomon Islands and in the Autonomous Region of Bougainville.

In 2009, UNDP conducted a number of awareness-raising and targeted training events for service providers and front-line workers responsible for training their communities' leaders. UNDP and UNICEF are also making a concerted training effort to help Village Courts understand what they can and cannot do in the context of family violence. The Village Court Secretariats also manage human rights projects to increase women's involvement as community leaders, to encourage women to seek nomination as Village Court officials, and to address violence against women, girls and children. The training contributed to improving the capacity of Village Court Secretariats.

During the ongoing programme period, UNDP established a network of civil society organizations focused on collaborative efforts to enhance linkages between civil society organizations and police institutions. UNDP undertook a research study on police and community attitudes and practices to prevent and respond to gender-based violence; UNDP finalized a gender-based violence assessment report. Its recommendations, which entail developing a police training package, are currently pending consultations with key government and civil society counterparts, particularly the Royal Papua New Guinea Constabulary's Law and Justice Sector. While support was provided for members of the Constabulary to participate in gender-based violence training in 2010, the outcomes in terms of its effectiveness are unclear.

Another key actor and potential partner is the Family and Sexual Violence Action Committee, which developed the national strategy of 'Ending Family and Sexual Violence'. However, in order to prevent gender-based violence and provide services to victims, the Committee will need assistance to address the lack of competency-based trainers, mentors, and professional service providers.

The progress of UNDP initiatives to support the government in reducing gender-based violence has been slow. Though gender-based violence is an extraordinarily complex issue, UNDP efforts lacked the required urgency to address this problem.

In addressing gender inequality, UNDP did not follow a multi-pronged approach, and a large proportion of human and financial resources were allocated for the issue of women's representation. Considering weak capacities of women in bureaucracy, UNDP contributions could have been better if it also supported strengthening the capacities of women bureaucrats in mainstreaming gender issues into development policy and planning.

## MAINSTREAMING GENDER ISSUES

The 2008–2011 country programme states that UNDP will promote cross-cutting issues and inter-sectoral links in areas such as gender equality and human rights. Promoting human rights was intended by identifying areas where duty bearers (normally different levels of government, but also communities and families) facilitate the establishment of an environment that promotes human rights, allows claim holders (normally citizens) to secure their human rights, and protects the dignity and integrity of every individual without distinction. Closely linked to this is gender mainstreaming—to be achieved through the protection of women's rights, their economic and political empowerment, and the promotion of opportunities for women in decision-making roles in all socio-economic sectors.

Various government planning documents make references to gender mainstreaming as a cross-cutting issue (e.g. Vision 2050 and the Department of National Planning and Monitoring's 2010–2030 Papua New Guinea Development Strategic Plan). The government's MDG reports are gender-sensitive and provide data on MDG 3 and the underlying relationship between MDG 3 and the achievement of the other MDGs. Though a UN-wide and UNDP-specific programming requirement, current and previous UNDP programmes have not fully incorporated gender equality mainstreaming. Though a gender task team has been operating for the past three years, its role is not to mainstream gender into UNDP programmatic areas, but rather to coordinate planning and implementation of

approaches to gender equality issues. UNDP has not conducted a gender analysis or developed a gender action plan to integrate gender equality as a cross-cutting issue in either the present or previous country programme.

There have been many missed opportunities to mainstream gender into key programme areas. The Nation-Building Through Crisis Prevention and Recovery Programme makes no reference to integrating gender equality, nor does gender differentiation factor into climate change or environment programmes. In general, the programme lacked gender analytical frameworks to determine differential outcomes and to develop gender-sensitive outputs. Support for capacity development in the Department of National Planning and Monitoring has not included staff training on development of gender-sensitive indicators. Similarly, strengthening national, regional, and local-level capacity to mainstream human rights should have been broader than the national Stop Violence against Women campaign.

There was a lack of adequate understanding among the programme staff of what is required by UNDP in the cross-programmatic mainstreaming of gender equality. UNDP country office staff has not undergone gender mainstreaming capacity development, with the last training in this area for UNDP being conducted by UNIFEM/UN Women at the end of the second quarter of 2008. Lack of capacity has led to confusion regarding what constitutes programmatic mainstreaming of gender equality.

## **4.8 UNDP STRATEGIC POSITIONING**

### **UNDP STRATEGIC RELEVANCE AND RESPONSIVENESS**

Overall perception of UNDP is positive and it is respected for its efforts—particularly in helping with stability processes. Contributing to development results has been challenging for UNDP, as with most agencies working in Papua New Guinea. UNDP strove to respond to the challenges and needs of Papua New Guinea, both

as identified by the government and as identified through the country programme formulation process (and endorsed by the government). Most interventions in the area of governance, crisis prevention and recovery, HIV and AIDS and women in leadership were responsive to government requests. Interventions in other areas (gender equality and gender-based violence, environment and energy, human rights and disaster risk management) arose more from a UNDP-specific organizational mandate. Though these areas were not government priorities, they were still mostly welcomed by the government.

While UNDP interventions were relevant, the approach has not always been focused or strategic. Support was provided to a wide range of interventions with resources that were spread too thinly to make sustainable contributions to development results—UNDP has been criticized “because it cannot say no.” The interventions do not form a cohesive portfolio—there were no linkages between projects, the interventions were not mutually supportive, and there was no long-term vision. Although some of the interventions yielded positive outputs (e.g. support to the Monitoring and Evaluation Unit in the National AIDS Council Secretariat, the Women in Leadership Project and the Remote Sensing Land Use Initiative), contribution to overall development results has not been effective.

In some cases (e.g. the environment sector), UNDP developed programmes in response to the availability of donor funds. While welcomed by the government, these interventions were not part of a strategic approach and were not based on identified critical gaps in key areas.

UNDP is seen as an international organization with a high reputation but with limited contact at the local level. Its focus on upstream policy has left UNDP with no direct involvement at the community level, apart from the recently revived Small Grants Programme within the environment area. While the programme profile of UNDP at the national level needs further enhancement, there was also a need for a strategic thrust at the provincial, district and community levels in terms of programme investment. Partnerships with

non-governmental organizations and the private sector were not at desirable levels.

UNDP should adopt a more strategic approach, one that is based on identified gaps and needs and aims for a balance between upstream policy support and downstream community engagement. UNDP can be even more relevant by tackling each task through an approach at both upstream (policy, capacity) and downstream levels (community empowerment).

### **MAKING THE MOST OF COMPARATIVE ADVANTAGE AND STRENGTHS**

UNDP neutrality and impartiality are widely recognized, and UNDP is valued more for its impartial advice and support than for its modest financial resources. This is the result of its broad mandate and the longevity and stability of its presence in Papua New Guinea. UNDP has a unique perspective on the country's strengths and weaknesses, and the government and other national stakeholders acknowledge it as a neutral partner. UNDP is also valued for its flexibility of response in times of emergency or transition and its ability to tap international networks of expertise. UNDP has capitalized on its accepted neutrality and impartiality and has positioned itself to strategic advantage, particularly at the policy level (e.g. facilitating the peace process in Bougainville and advocating for human rights and gender equality).

Relationships with key partners offer a good illustration of comparative advantage; UNDP in Papua New Guinea has a mixed set. For example, its relationships with central and local governments are primarily project-based (though this is taken further with the Department of National Planning and Monitoring, which serves as the gateway for UNDP to the government system). UNDP has also collaborated at the project level with, for example, AusAID on Bougainville, and with Conservation International on Milne Bay. The international development agencies present in Papua New Guinea recognize UNDP as an agency with substantial potential, some of it yet to be realized.

The UNDP relationship with civil society is not very well developed—it works well with a small number of non-governmental organizations (e.g. in the Global Environment Facility Small Grants Programme and with women's groups in Bougainville). Its partnership relationships with the private sector and community groups are extremely limited. Overall, UNDP has positioned itself to benefit from its relationships, but because rural communities comprise 85 percent of the Papua New Guinea population, UNDP would gain more if it were to cultivate relationships with the private sector and at community level.

An aspect the UNDP comparative advantage is its level of access and influence with key decision makers. However, UNDP activities did not reveal any examples of such access or influence, and UNDP engagement with the government appeared tenuous. Barriers appeared to be both on sides: UNDP efforts to identify champions, and the government lacked sustained leadership. The exception has been in the area of gender equality, where UNDP has identified a champion within the government and has strategically used this to achieve good results.

In terms of its field presence and infrastructure, UNDP focused on Port Moresby. This is primarily due to security, transportation and communication factors, and because of the UNDP focus on upstream policy and capacity interventions. While this positioning served UNDP well in its upstream delivery, its comparative absence in downstream and community levels within the provincial and district context has limited UNDP contributions to development results.

Technical resources and expertise can also be used as a measure of comparative advantage. UNDP has a very high staff turnover and experiences difficulties filling positions in a competitive environment for persons with appropriate skills. As a result, resident expertise is modest and there is no build-up of experience. Internal capacity is not only weak in terms of numbers, but also in know-how. However, UNDP has the advantage of calling on its global network to provide policy advice and share best practices with the

government. It has done this successfully in areas such as conflict prevention and recovery, disaster risk management, and gender.

### PROMOTING UN VALUES

At the highest level, the UN aims to contribute to attaining the goals embodied in the Millennium Declaration, which highlights “six fundamental values necessary for sustainable human development: equality, solidarity, freedom, shared responsibility, tolerance and respect for nature.”<sup>106</sup> In Papua New Guinea, UNDP has fostered equality (e.g. gender equality efforts), advocated for solidarity (e.g. parliament and other governance interventions), promoted freedom (e.g. human rights interventions), supported shared responsibility (e.g. capacity building of the provincial government), brought about tolerance (e.g. HIV and AIDS projects) and respected the environment (e.g. through capacity building of the Department of Environment and Conservation).

However, despite the efforts of UNDP, other UN agencies and multilateral and bilateral development partners, the low level of progress towards achieving the MDGs in Papua New Guinea is alarming. UNDP has supported the government to recognize the MDGs in national strategic instruments and to develop its own plan of action towards the MDGs. The most direct assistance by UNDP comprised support for the production and publication of the first and second MDGs National Progress Summary Reports in 2004 and 2009. These two publications are acknowledged as having raised awareness of the MDGs, but stakeholders consulted note that the Medium-term Development Plan does not adequately reflect the MDGs because “there are essential elements missing,” and that UNDP needs to sell the MDGs message harder and coordinate better because “the government is not interested in the MDGs as much as in liquified natural gas, economic corridors and the like.”

Another important role for UNDP in its promotion of UN values is, according to the 2008–2011 UNDP Strategic Plan, its country-level support and promotion of coordination, efficiency and effectiveness of the United Nations system as a whole. This role was reinforced by resolution 59/250 by the General Assembly, which reiterated that the management of the resident coordinator system “continue[d] to be firmly anchored in the United Nations Development Programme.” UNDP has strongly positioned itself as a leader of the UN mission in Papua New Guinea, and as one UN agency respondent remarked, “UNDP is seen as the UN; whatever it does reflects on all of us.” UNDP support to the Resident Coordinator has been important in establishing the Delivering as One modality, which, in Papua New Guinea, was a self-starter. However, much progress still needs to be made in terms of programme-level collaboration, and further UNDP leadership is required.

UNDP has also been actively engaged in a donor forum in Papua New Guinea, convening the Development Donors Round-table, which it co-chairs with AusAID. While this was necessary for donors to share information, there was a widespread acknowledgement of the UNDP role; some saw it as not very effective. It was perceived that while there was much information sharing, strategic engagement among international development agencies was found to be lacking.

### 4.9 SUMMARY OF RESULTS ACHIEVED

Of the 10 intermediate outcomes targeted through the 2008–2011 UNDP country programme, eight have not been achieved and two have been partly achieved. The country programme was planned to run until 2012, it is being abridged to harmonize with the government’s planning cycle. This in many ways curtailed the progress in achieving outcomes.

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106 UNDP, ‘UNDP Strategic Plan 2008-2011 – Accelerating Global Progress on Human Development,’ Executive Board of UNDP and of the United Nations Population Fund, Second Regular Session, September, New York, 2007d, available at: <[www.undp.org/execbrd/pdf/dp07-43Rev1.pdf](http://www.undp.org/execbrd/pdf/dp07-43Rev1.pdf)>.

**Table 3. Achievement of the UNDP country programme outcomes**

UNDP Country Programme Outcomes	ADR Assessment
<p><b>1 Parliament and legislative processes.</b> Parliament and other legislative drafting institutions draft, debate and pass legislation that is MDG-compliant and promotes nation-building.</p>	<p>UNDP had ambitious intentions to assist the most important democratic institutions in Papua New Guinea, particularly the Parliament. Despite the failure to fulfil some of them, there were also considerable successes. This is especially evident in terms of the UNDP partnership with the Department of Planning and Monitoring, which is the main portal for MDG-oriented work in terms of promotion, monitoring and donor coordination. Also, the UNDP partnership with the Office of Legislative Counsel significantly affects the technical aspects of legislation drafting processes. However, cooperation with Parliament and its normal functioning as the main democratic legislative and oversight institution remains a challenge, and in that respect the outcome has not been achieved.</p>
<p><b>2 Medium-Term Development Strategy and the MDGs.</b> The Government of Papua New Guinea efficiently, effectively and transparently coordinates international aid; donors and development partners support nation building and facilitate the implementation and monitoring of the MTDS/ MDGs.</p>	<p>Production of the two national MDG Reports and continued support for national planning documents represent significant achievements of UNDP assistance to Papua New Guinea's progress towards achieving the MDGs. However, Papua New Guinea's overall progress towards achieving MDG targets, even those nationally tailored, remains worrying if not alarming. Donor coordination is still very weak from the government side. A continued effort is required from UNDP in order to change the current status quo and achieve the MDGs. The outcome has not been achieved.</p>
<p><b>3 Provincial planning and management.</b> Provincial and local governments plan and manage their finances and support services delivery effectively and efficiently with increased partnership and participation of civil society and private sector.</p>	<p>The provincial capacity-building initiative had very positive impacts in terms of improving financial management. However, the scope and reach of the project puts in question the overall progress toward the planned outputs and outcomes—provincial capacity building has been rolled out in only 6 of 18 provinces. There are questions regarding the planned outcomes that target improved service delivery at the provincial and district level; it is very difficult to measure the impact of provincial capacity building on service delivery in the provinces, because the project remains oriented toward limited capacity building (province and district treasurers) and does not inform policy making. The outcome has been only partially achieved and needs a review and expansion of the current outputs—particularly in terms of the support to effective service delivery.</p>
<p><b>4 Human rights.</b> Rights holders for the first time exercise their right to access a National Human Rights Commission.</p>	<p>Because the draft bill on the establishment of the National Human Rights Commission was prepared in 2008 and has yet to go through the parliamentary process, there exists no access mechanism for rights holders—the outcome has not yet been achieved.</p>
<p><b>5 Crisis prevention.</b> National and provincial level governments apply effective crisis management and prevention policies, strategies and techniques.</p>	<p>The main UNDP contribution to the national government in this area has been assisting the Prime Minister's department to draft a National Security Policy, which is still awaiting approval. In the area of conflict prevention and resolution there are no policies, strategies or techniques in place at either the national or provincial level. At the provincial level, the Community Security programme was terminated without outcomes. Technical assistance provided to the Autonomous Bougainville Government has provided support for key divisions of the Peace Division and Veterans' Affairs to develop Autonomous Bougainville Government's weapons disposal strategy, which has yet to be applied. These outcomes have yet to be achieved.</p>

<b>UNDP Country Programme Outcomes</b>	<b>ADR Assessment</b>
<p><b>6 Disaster management.</b> National- and provincial-level institutions effectively coordinate disaster risk management policies and programmes to ensure better preparedness and response to impact of natural disasters on communities.</p>	<p>Disaster risk management is a relatively recent area of intervention for UNDP, and results are still forthcoming. Disaster risk management has been included in important government development planning documents, although these plans (and specifically the MTDP) have yet to begin implementation. There is inadequate connectedness between the national and provincial governments, particularly in relation to disaster risk management, which has been detrimental for the effective management of disaster risks at the provincial level (provinces do not allocate resources to disaster risk management). The National Disaster Centre still needs significant capacity development. The outcome has yet to be achieved.</p>
<p><b>7 Environment and sustainable livelihoods.</b> Communities apply national policies and regulatory frameworks to implement environmentally sustainable livelihood opportunities, including community based ecotourism, non-timber forest products, sustainable agriculture and ecoforestry.</p>	<p>Targeted national policies and regulatory frameworks are not in place; they are not available for communities to implement. A preparatory project on ecotourism was carried out, but with no up-scaling or follow-up. A project that could address non-timber forest products is under formulation. There are no initiatives on sustainable agriculture or ecoforestry. The outcome has not been achieved.</p>
<p><b>8 Women in Leadership.</b> Women access decision-making roles and make use of existing mechanisms, including legislation and policies that promote or hold concrete provisions for women to take up leadership roles in the Papua New Guinean society.</p>	<p>The stated programme objective was to increase women’s parliamentary representation. The main deliverable is the Equality and Participation bill to be tabled for upcoming parliamentary debates. No other leadership programmes for women have been implemented. This programme established technical support mechanisms and advocacy strategies to address women’s parliamentary leadership through constitutional and legal avenues. To complement this, UNDP supported an external capacity assessment of the key leadership national machineries for gender equality, and facilitated the review and revision of the National Policy for Women and Gender Equality (2011–2015). This outcome has been partially achieved with mechanisms, policies and legislation, but has not increased the number of women in national leadership roles.</p>
<p><b>9 Gender-based violence.</b> Women, men, girls and boys access formal and non-formal protective mechanisms to reduce gender-based violence.</p>	<p>The gender-based violence programme has not contributed to establishing protective mechanisms, as they are not yet in place. There were minimal deliverables during the 2008–2011 period, with the main focus on building National Council of Women’s capacity to undertake mentoring programmes and provide financial assistance to the Department for Community Development to complete the CEDAW Report. UNDP Gender-Based Violence Senior Adviser’s research study on gender-based violence has yet to be finalized, and its recommendations have not been implemented with police, the Law and Justice Sector, or the Family and Sexual Violence Action Committee. As of yet, no support is being provided to the Bougainville women’s non-governmental organizations working on trauma counselling or gender-based violence. The country programme has not delivered formal or non-formal mechanisms to reduce gender-based violence accessible to women, men, girls and boys. The Outcome has not been achieved.</p>
<p><b>10 HIV and AIDS.</b> By 2012, a coordinated effective national response leads to a decrease in transmission of HIV and AIDS and provides services to decrease the impact of HIV and AIDS on individuals, families and communities living with or affected by HIV and AIDS.</p>	<p>A successful UNDP leadership programme and support to the National AIDS Council Secretariat over the last two planning periods have greatly contributed to the improved national response and levelling out of the HIV prevalence curve. However, the momentum of the political will and government support to create important HIV and AIDS-related initiatives is slowly waning. The Parliamentary committee and the National AIDS Council Secretariat are stagnating and need a new boost in order to sustain the achieved results. At present, it is unlikely that the current national response will lead to a decrease in transmission by 2012. The outcome is unlikely to be achieved.</p>

# CONCLUSIONS AND RECOMMENDATIONS

UNDP in Papua New Guinea has, over the past two programming cycles, provided technical support to the government in order to strengthen institutional development and enhance policy formulation. Although some areas were not key government priorities, UNDP interventions in the areas of MDG planning and monitoring, governance, HIV and AIDS, conflict prevention and recovery, environment and energy and disaster risk management responded to key national needs and priorities.

UNDP contributions across programme areas varied. While factors such as complex development issues and a challenging political environment constrained meaningful results contributions, the UNDP country programme lacked a systematic and deliberate approach to addressing key development needs—particularly in the areas of MDG planning, environment, gender and reconciliation and recovery. The following are the main conclusions and recommendations.

### 5.1 CONCLUSIONS

**Conclusion 1. UNDP contributions have been important in terms of responding to national priorities and government needs. During the two country programmes cycles under review, UNDP support was critical in providing technical support to key government departments. Although many outputs were achieved, contributions to long-term development, the achievement of outcomes and results were limited.**

UNDP interventions over the past seven years responded to institutional challenges in Papua New Guinea amidst a complex political context. UNDP is valued for its objective and impartial support, and maintained its relevance in key development areas. UNDP technical support has been critical in filling human resource gaps in the government. UNDP demonstrated a

strong commitment to MDG-fortified planning, reducing the risk of HIV and AIDS, increasing women's representation in parliament, supporting efforts in Bougainville reconciliation and recovery, strengthening provincial governance, and enhancing disaster risk management. However, the lack of a systematic approach to programming and poor synergies between various interventions hampered contributions to results. There were missed opportunities in the area of governance and environment, where identification of critical gaps for long-term support was lacking.

**Conclusion 2. UNDP support to MDG planning and preparation of MDG reports has been important. The emphasis given in the programme to these issues, however, is not commensurate with the needs in the country and does not reflect the complexity of issues. UNDP was not successful in using its programme interventions in the area of gender, environment and governance to further MDG planning and reporting.**

UNDP supported the preparation of two national MDG reports and continued its support to defining MDGs indicators in national planning documents. This is a significant contribution given the lack of orientation to MDGs in national planning and poor data availability in Papua New Guinea. The progress in achieving national MDG targets, which are less modest than the global MDG targets, has been challenging for Papua New Guinea—only recently has there been some momentum to have an MDGs-oriented MTDP. The support of UNDP to achieving the MDGs does not reflect the national priorities and needs in Papua New Guinea, and poor synergies within the UNDP programme further weakened the attention the MDGs should have received. Lack of reliable and timely data reduced the quality of UNDP-supported national planning documents (e.g. MTDS) in terms of realistic baselines and targets.

Support to MDGs at the sub-national level has been weak. Continued assistance to provincial and local governments in MDG-based planning, budgeting, and monitoring and strengthening sub-national MDG data systems are areas that did not receive sufficient attention. There was a missed opportunity in supporting the National Statistics Office to strengthen data collection mechanisms, which are critical for MDG reporting. While UNDP is engaged in MDG awareness-raising advocacy, more efforts are needed at both the national and sub-national levels in order to integrate MDGs in planning.

**Conclusion 3. In the face of strong cultural and traditional resistance, UNDP has supported efforts to address gender inequality and gender-based violence in Papua New Guinea; UNDP has contributed to taking forward the national discussion on the subject.**

**While it is too soon to expect concrete results related to gender equality, the UNDP approach was not holistic and was too narrowly focused on a single issue (women in parliament), losing the opportunity of more tangible gender equality outcomes.**

The UNDP programme is committed to furthering gender equality in the social, economic and political spheres and to reducing gender-based violence. While the Constitution of Papua New Guinea provides equal rights to all citizens, and legislation that promotes equal opportunities for men and women is being introduced, gender inequality and violence against women are widespread. Despite programmatic commitment, UNDP support lacked a systematic approach to addressing complex gender issues in Papua New Guinea. A key limitation of UNDP efforts has been that the various interventions related to furthering gender equality and women's empowerment have remained disjointed, lacking a more holistic approach to addressing the issue at national and sub-national levels.

UNDP supported upstream policy development, particularly women's parliamentary representation. While it successfully provided the

government with the capacity to formulate policies and legislation for enhancing women's access to decision-making positions, this has yet to be translated into women's improved parliamentary representation. Concentrating all efforts and resources in the area of women's parliamentary leadership, while neglecting other key leadership areas in the public and private sectors, is a programmatic weakness that needs to be addressed.

The progress of UNDP support to gender-based violence had been minimal and has been constrained by weak UNDP staff capacities. Violence against women is common and is exacerbated by socio-economic and cultural pressures as traditional society adapts to change. Achieving the programme outcome related to gender-based violence will require adequate effort in the UNDP programme and a coordinated approach from the United Nations country programme and partners.

**Conclusion 4. UNDP has responded to a number of Papua New Guinea's environmental needs and is supporting government efforts to meet international commitments on the environment, biodiversity and climate change. However, the UNDP response has neither been cohesive nor strategic.**

Papua New Guinea is endowed with an abundance of natural and energy resources. As is the case in other areas of the government in Papua New Guinea, weak capacity is a major issue in environmental management. While UNDP responded with a number of capacity-development initiatives, the current interventions are not based on a formal capacity assessment. As a result, the basis for environment programme planning and management is not strategic but ad hoc and influenced by funds availability. A larger issue is the lack of a comprehensive capacity development strategy, which also contributed to the lack of a long-term strategy. There are minimal linkages between various ongoing efforts in the area of environment and climate change.

Although it is still too early to assess contributions to results for the ongoing programme, unless

measures are taken to strengthen programme design and management UNDP contributions in the environment sector appear to be less promising. While the lack of a more coordinated approach between government departments and UNDP in programme planning and management affected the sustainability of interventions and outcomes, more specific measures are needed ensure sustainability of policy and technical support.

UNDP has successfully mobilized the Global Environment Facility and UNDP TRAC funds for the environment programme. There is need for better consolidation of various interventions for a more systematic support to environment and climate change programmes in the country.

A major concern in Papua New Guinea is the rapid conversion of natural forest into plantation forests (e.g. cocoa and oil palm). This is in addition to significant impacts from mining, agriculture and other consumptive land uses. UNDP support did not pay adequate attention to formulating a comprehensive national land use plan to inform decisions on the best comparative uses of land, potential economic benefits and environmental costs. Land-related issues and environment degradation have the potential to escalate conflict, an issue which did not receive adequate attention in the UNDP programme.

**Conclusion 5. UNDP contributions to reconciliation and recovery in Bougainville had mixed outcomes. While demobilization was challenging given the complexity of issues, UNDP support to the national government in policy formulation, strengthening the Autonomous Bougainville Government's capacities, and to the reconciliation process has created a more enabling environment. Lack of an integrated approach to addressing multidimensional issues in reconciliation and fragmented interventions constrained UNDP contribution.**

UNDP support to the preparation of the National Security Policy, the establishment of an Inter-Departmental Committee on Small Arms Control and to armed violence reduction data collection

and analysis has been significant in progressing towards peace and reconciliation. In addition, UNDP assistance to the formulation of the Peace, Reconciliation and Weapons Disposal Policy for the Autonomous Bougainville Government, the establishment of the Autonomous Bougainville Government Peace Division and collaborations with local women's non-governmental organizations in reconciliation are key initiatives in creating an enabling environment. The UNDP programme played a complementary role to the government by facilitating the implementation of national development strategies and policies.

Despite such contributions to the reconciliation and recovery, the programme was undermined by a lack of a programmatic approach and effective programme management. UNDP was ineffective in enhancing linkages between the national and the Autonomous Bougainville Government programmes and between reconciliation, recovery, and longer-term development in the Autonomous Bougainville Government. In addition, a lack of linkages with other UNDP programmes, particularly in the area of gender, environment and governance, weakened UNDP contribution.

**Conclusion 6. UNDP put significant effort into addressing the HIV and AIDS epidemic. The UNDP Leadership Development Programme served as a catalyst and created the necessary political will to support important HIV and AIDS-related initiatives. UNDP needs to maintain the momentum generated by refocusing its support to strengthening the capacity of the Special Parliamentary Committee and the National AIDS Council Secretariat.**

HIV and AIDS prevention efforts have been supported by UNDP and various UN agencies (e.g. the World Health Organization, UNICEF, UNAIDS). UNDP addressed HIV and AIDS capacity development and strengthening national systems. UNDP support to capacity development of the National AIDS Council Secretariat and strengthening institutional capacities for monitoring and evaluation needs to be continued, particularly monitoring at the provincial level.

Monitoring and evaluation of HIV and AIDS is facing numerous challenges in terms of their primary task of data gathering. This is due to not only weak capacities of the National AIDS Council Secretariat, but more importantly due to lack of operational institutions at the provincial and district levels. The provincial monitoring teams are not functioning due to lack of staff, and this is an area where UNDP should strengthen its support to the National AIDS Council Secretariat.

Non-governmental organizations in Papua New Guinea lack the capacity to become significant partners in implementing the HIV and AIDS strategies or development projects. Strengthening the capacities of civil society organizations is currently the weakest area of the programme, as more efforts are needed to build the capacities of non-governmental and civil society organizations. UNDP should continue strengthening and involving civil society organizations in the HIV and AIDS response, particularly in data gathering and community participation. The Community Conversations Project is very encouraging in that respect, but it needs to be scaled up beyond the current pilot province.

**Conclusion 7. UNDP has yet to utilize fully its comparative advantage in the area of governance. While UNDP activities in this area largely complement the government's work, the sustainability (and scaling up) of some UNDP support activities would have been further enhanced with better partnerships with government and other development partners.**

Through its support to democratic governance and provincial-level institutions in Papua New Guinea, UNDP has created positive and useful relationships with the Department of National Planning and Monitoring as well as with the Office of Legislative Counsel. These institutions are invaluable partners for future interventions in democratic governance. Although the content of the UNDP governance programme is limited in scope and reach, it has a great potential for expansion.

UNDP is not only a key agency in the areas of governance, but also it has high levels of credibility and is seen as an impartial agency without

ulterior or political motives. UNDP should further leverage its corporate advantage in this area and its political acceptability to address some of the key governance issues, such as fair elections, transparency in governance, human rights, stability of political parties and the development of effective civil society structures.

The absence of follow-ups to the pilot initiatives is one of the major weaknesses of the governance programme. This is especially evident in the case of voter education, civic education, corruption awareness and human rights initiatives. With the exception of the Provincial Capacity Building Project, most UNDP interventions in the field of democratic governance are centrally located. UNDP should expand its initiatives to the local level and support democratic governance initiatives beyond financial management interventions.

**Conclusion 8. In disaster risk management, UNDP technical support contributed to building institutional systems and developing policies. UNDP needs a more coherent programme to enable better coordination among government agencies at the national level, and to strengthen disaster risk management at the local level.**

The UNDP role in strengthening coordination among government agencies dealing with environment, climate change and disaster risk management has been minimal. There is a lack of connectedness among the major early warning institutions and related departments in the government (e.g. the National Disaster Centre, Geophysical Observatory, and National Weather Service), and further efforts are needed by UNDP for a more systematic approach to strengthening disaster risk management in Papua New Guinea. The work done in the initial four provinces is encouraging, but its good practices should be replicated in other high-risk provinces.

**Conclusion 9. One of the weak areas of the UNDP programme is the lack of attention, in both design and implementation, to addressing cross-cutting issues such as the MDGs, gender equality, human rights, capacity development and HIV and AIDS. Lack**

**of synergies between different programme areas further undermines addressing cross-cutting issues.**

Considering the importance of cross-cutting issues in Papua New Guinea, the effectiveness of contribution to results was undermined by the lack of attention paid to them. For example, mainstreaming gender issues in UNDP programmes was minimal, which has negatively impacted programme contribution in furthering the MDGs, addressing gender-based violence and gender inequality in the public space. The disconnect between various interventions aimed at promoting gender equality further undermined UNDP contributions to results in this key area.

Likewise, support to the MDGs and HIV and AIDS was seen as different activities and not mainstreamed across programme areas, reducing contributions to results in these areas. Similar neglect of mainstreaming was also evident in climate change. For better contributions to results and to maximize contributions in each thematic area, UNDP should go beyond the compartmentalized approach to programming. While capacity development is a programming principle of UNDP, the lack of a coherent approach undermined systematically addressing capacity issues across programme areas.

Lack of indicators to monitor cross-cutting issues made it difficult to track and report progress. There is also a need for better coordination with UN agencies in addressing cross-cutting issues in the UN country programme. More efforts are needed to strengthen the monitoring of cross-cutting issue at the UN country programme and at UNDP.

**Conclusion 10. UNDP programme contributions would have further benefited from a balanced approach to upstream and downstream support. The Papua New Guinea context requires sub-national and community-level support to augment UNDP upstream support. UNDP needs strategic partnerships to further strengthen programmes at the sub-national and community levels.**

In Papua New Guinea, 85 percent of the population is rural, isolated and without access to services; 97 percent of land is owned by communities who hold the key to 5 percent of the global biodiversity. While community-level programmes were constrained by security concerns, UNDP efforts lacked partnerships to carry out programmes at the sub-national and community level. Similarly, UNDP could have been more effective in leveraging its upstream support to further strengthen its interventions at the sub-national level.

UNDP created some positive and useful working relationships with government institutions. The good working relationships created by UNDP are very valuable. One good example is the UNDP involvement in government planning processes (MTDS, MTDP), which is based on a mutual understanding with the Department of National Planning and Monitoring. There is, however, a need for more strategic partnerships with key departments both at the national and sub-national levels.

One of the constraints in programming at the community level in Papua New Guinea is the security situation. UNDP should strengthen its partnerships with non-governmental organizations and civil society organizations in order to complement government efforts to increase the community's participation in development.

**Conclusion 11. Lack of a long-term approach to capacity development is an area of concern in Papua New Guinea. Although UNDP has addressed capacity development in various government institutions through a number of interventions, the approach has not been strategic. Lack of needs assessments and no time-frame made capacity development initiatives mere substitutions of capacity gaps.**

UNDP in Papua New Guinea has several initiatives to strengthen technical and staff capacities in government institutions. The technical support provided by UNDP is not sustainable because of the lack of a long-term strategy, and capacity gaps remained when the technical support ended. Lack of a country-specific strategy to address the

long-term capacity needs in Papua New Guinea, which entails national ownership, clear targets, and gradual take over by the government and nationals, is a major challenge to UNDP contributions. There is also no articulation of a common approach to capacity development in the UN country programme. While there is commitment in the country programme to strengthening national institutions and developing capacities, it lacked a clear vision as to what must be achieved. This is an area that needs to be addressed on a priority basis by the UN Country Team and UNDP.

Papua New Guinea receives large and continuous support from a few donors to strengthen government institutions' capacities. One concern is that capacity is substituted but not developed. UNDP contributions have been minimal to the overall discussion of capacity development in the country. While better governance, strengthening the capacities of the institutions and leadership, and enhancing transparency and accountability have been central to UNDP support, very little was done to support the government in developing a capacity-development strategy.

**Conclusion 12. As a self-starter, the UN country programme in Papua New Guinea has made considerable progress in moving towards Delivering as One, and UNDP contributions have been important towards this. While the UN country programme responded to the need for more effective development cooperation, there is further need for consolidating cooperation between agencies and taking forward the momentum gained in Papua New Guinea. More importantly, there is need for greater engagement with the government and for a more strategic UN country programme.**

**The UN system in general, and UNDP in particular, needs to further strengthen the engagement of government agencies. While the government is positive about the Delivering as One United Nations programme, lack of clarity on what it entails undermines managing results.**

The common UN country programme has unified UN Country Team planning processes and aspects

of its financial management; however, operations and programme delivery are still agency-based. There is need for a more meaningful formulation of task teams. UNDP participates in several task teams. In some of them (e.g. governance, environment), UNDP is the only agency. Lack of systematic planning and implementation of cross-cutting themes, such as gender equality and human rights, across programme areas and a more strategic approach to capacity development has reduced the effectiveness of UNDP contributions.

The Delivering as One programme has implications for the UNDP programme, particularly joint interventions with other UN agencies. In the forthcoming programming cycle, the UN has moved towards one budget. While resource mobilization may be easier and more transparent, and key donors in the country are able to make contributions in a holistic way, accountability among UN agencies in contributing to programme outcomes needs to be clarified. A common resource mobilization strategy is needed for more coherent joint programme funding. This is important for UNDP and other agencies that have joint programme outcomes and interventions. Also, further efforts are needed to ensure greater harmony among UN agencies, particularly where more than one UN agency is working in a particular area.

**Conclusion 13. Efficiency of UNDP support was undermined by weak programme design, lack of synergies between thematic areas and between complementary themes. UNDP also had difficulties in timely funds disbursement.**

In the previous programme, most outcomes were at the output level, making it difficult to ascertain contributions to results. The annual work plan in the ongoing programme has discontinued preparation of Project Documents and Logical Framework Matrices. Results are difficult to assess and it is not possible to measure the contribution of individual interventions to overall outcomes. Annual work plans do not substitute for project documents that can guide implementers and provide a measure against which to monitor progress towards targets.

There are many delays in starting initiatives and in their closure. Programme delivery is not strong, and country office staff function as coordinators and not as advisers; there is little resident expertise. Staffing levels are stretched and appear incapable of good support, robust monitoring, analysis, reporting and adaptive management. UNDP faces strong competition from the private sector in recruiting and retaining good staff, and there is concern about vacancies in areas of comparative advantage such as aid coordination, governance and human rights. There is an expectation that UNDP will take a leading role in these areas, but staff resources were not adequate to do this. During the past two country programmes, the country office was able to mobilize non-core resources on a slightly less than 1:1 ratio. If there is reduction in available financial resources, the repercussions for staff positions can be significant, affecting programme management.

Human and financial resources in the country office are spread too thinly. It would seem that the number of staff positions, the levels, and deployment to key thematic areas would benefit from an in-depth review. Specifically, adequate staff resources need to be made available to governance, gender equality, human rights, poverty and MDGs, environment, disaster risk management and aid coordination. UNDP needs to narrow its scope and allocate more resources to fewer interventions.

## 5.2 RECOMMENDATIONS

These recommendations consolidate the findings and conclusions of the evaluation and are primarily focused on UNDP priority issues.

**Recommendation 1. For more sustainable contributions to development results, UNDP should define clearly the strategic focus of its programme under each thematic area and narrow the range of activities accordingly.**

To maximize results in areas central to the UNDP mandate and build on its comparative advantages, UNDP should take necessary measures to be more focused in its support, with long-term engagement in a few select areas. UNDP should

be strategic in its resource use and should reduce the number of small and short-term interventions that do not have substantial relevance in terms of contribution to development results. Instead, UNDP should focus on fewer interventions over a longer period, aimed at addressing capacity, policy and advocacy issues.

An integrated approach to programming is crucial to achieving results in each thematic area as well as for the UNDP programme as a whole. UNDP should pay specific attention to improving synergies between complementary programme areas. UNDP programme strategy should also address programme implementation challenges in Papua New Guinea.

**Recommendation 2. UNDP should strive for a balance between its upstream and downstream work and further increase its support at the provincial and community level.**

The UNDP programme should focus on strengthening capacities at the sub-national and local levels. The security situation in Papua New Guinea should not be prohibitive to achieving these ends. Upstream activities must be augmented with visible and tangible outcomes at the community level. For example, having been involved at the central level with the National Disaster Centre for almost six years, UNDP should move to the provincial level in terms of improving the early warning and other disaster risk reduction/management-related infrastructure. Likewise, in the area of environment and MDGs, more sub-national thrust should be given in the forthcoming programme. UNDP should pay specific attention to developing strong programme partnerships at the provincial and local level.

**Recommendation 3. UNDP should put more emphasis on supporting MDG planning and monitoring. UNDP support should specifically include localized MDG planning in order to accelerate progress towards MDGs. UNDP should leverage on its ongoing efforts in the area of gender equality, HIV and AIDS and environment to better contribute to MDG planning.**

The progress in achieving less ambitious national targets in MDGs has been challenging for Papua New Guinea, and more concerted efforts are needed in order to achieve global MDG targets. While UNDP should continue its support to MDG planning and monitoring, there is a need for more programme investment to strengthen national data systems for accurate and reliable data on MDG progress and to inform government policy and planning. In Bougainville, UNDP should opt for programming models, such as area-based development, for a more holistic approach to reducing crisis and enabling a MDG-oriented recovery.

**Recommendation 4. UNDP should have a sustained, long-term and multi-pronged approach to addressing gender issues 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. The issue of gender-based violence needs to be addressed through a comprehensive and inclusive public education and awareness programme, enhanced by strong partnerships at the community level.

Unlike in the ongoing programme, UNDP should not put all its resources into a single issue such as representation of women in parliament. While pursuing such macro issues, UNDP should also support immediate capacity development needs (e.g. women in bureaucracy or strengthening the capacities of the various departments for more gender-sensitive development planning). Support to gender equality should include a strong advocacy component.

**Recommendation 5. Given the importance of linkages between sustainable environment, land use and livelihoods in Papua New Guinea, UNDP should refocus its work in the environment sector.**

UNDP should revisit its activities in the environment sector and prioritize interventions at the community level on land use, protected areas and climate change activities. Although the Small Grants Programme can be extended to carry out

some of this work, UNDP will need to complement Global Environment Facility resources with additional resources in order to address other national priorities in the environment sector.

UNDP should support an institutional analysis and capacity assessment of the Department of Environment and Conservation in order to facilitate establishing indicators for capacity development. Considering the inadequate attention paid to the environment in the MTDS, specific attention is required in the forthcoming programme in order to integrate environmental issues into national policy and planning.

**Recommendation 6. 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 is one of the key agencies supporting governance issues in Papua New Guinea. UNDP support is seen as credible and objective, and has a stronger role to play in the forthcoming country programme. While there are many areas and opportunities to choose from, UNDP should strategically engage in a combination of long- and medium-term governance issues. UNDP involvement may focus on local governance (service delivery, strengthening finance management) and at the national level in public sector reforms, and on strengthening data and monitoring systems.

In the area of environment, HIV and AIDS and disaster risk management, UNDP is already engaged in developing the capacities of its partner agencies in the government. UNDP should consolidate all governance-related activities under a more coherent programme. Specifically, this may mean developing their capacity to plan, budget and allocate resources.

**Recommendation 7. UNDP needs to establish and nurture strategic partnerships to complement its expertise and supplement its resources.**

The coordination of the UN Country Team in Delivering as One should be used to maximize UNDP contributions to development results. Partnerships within the UN should be used to

work out programme arrangements for more efficient implementation, particularly at the sub-national level.

There is need to further strengthen the nature of partnerships and partnership arrangements with government departments. In particular, UNDP should ensure greater clarity in its partnership with the Department of National Planning and Monitoring, as this is critical to building partnerships with other government departments.

UNDP needs to strengthen its partnerships and collaborations with non-governmental and civil society organizations. UNDP should, where required, support capacity development of the non-governmental and civil society organizations, as they can serve as entry points to communities. Civil society organizations in Papua New Guinea lack the capacity to serve as an alternative voice to government, and some are reliant on government funding. UNDP and UN partners need to undertake a non-governmental/civil society organization review in order to determine strengths, weaknesses and capacity development requirements.

**Recommendation 8. 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.**

Irrespective of specific projects related to gender equality, a more systematic approach is required for incorporating gender and human rights dimensions into the UNDP programme. UNDP should commit adequate financial and human resources to implementing cross-cutting issues.

UNDP needs to pay sufficient attention to mainstreaming gender equality across its programmes, irrespective of specific interventions related to women's empowerment or gender equality. There is need for specific resource allocation in programme planning and implementation for addressing cross-cutting issues.

**Recommendation 9. UNDP should strengthen programme planning and management in the forthcoming programme. Urgent measures**

**should be taken to strengthen programme monitoring and reporting systems.**

Specific attention needs to be paid to strengthening results-based management, which includes systematic monitoring of outcome indicators, effective systems for monitoring output and outcome indicators and reporting. Indicators at the project level should be linked to indicators at the outcome level, and baseline information should be prepared for all outputs and outcomes. Even if relying exclusively on annual work plans, all interventions should have a Results Framework. For better sustainability, UNDP interventions must have an agreed framework for exit.

UNDP has several capacity development projects and components. Such projects must be preceded by a needs assessment, and baselines must be identified. Projects should have a realistic time-frame and plan for disengagement and handing over.

Programme planning should also ensure better synergies among programme areas and projects within a programme area, and there should be specific monitoring indicators for this. UNDP should strengthen gender analysis and gender-disaggregated data for all interventions and take sufficient measures to ensure that gender analysis informs programme design and implementation. Adequate human resources and funds should be allocated for monitoring and evaluation of the programme. Effort needs to be made to improve the monitoring skills of programme staff and they should receive training in monitoring and periodic orientation.

UNDP should take sufficient measures to improve programme delivery. The substantial underspending of project funds in the previous programme needs to be reviewed in order to draw lessons to correct it in the forthcoming programme. Staff turnover and retaining national staff, particularly programme staff, has been an issue for UNDP in Papua New Guinea. While it may not be feasible to match private-sector salary packages, UNDP should create more awareness in the universities to attract young professionals to work for the UN.



# TERMS OF REFERENCE

## 1 INTRODUCTION

The Evaluation Office (EO) of the United Nations Development Programme (UNDP) conducts country evaluations called Assessments of Development Results (ADRs) to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level, as well as the effectiveness of UNDP strategy in facilitating and leveraging national efforts for achieving development results. ADRs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.<sup>107</sup> Based on the principle of national ownership, EO seeks to conduct ADRs in collaboration with the national government whenever agreed and possible. The purpose of an ADR is to:

- Provide substantive support to the UNDP Administrator's accountability function in reporting to the UNDP Executive Board;
- Support greater UNDP accountability to national stakeholders and partners in the programme country;
- Serve as a means of quality assurance for UNDP interventions at the country level; and
- Contribute to learning at the corporate, regional and country levels.

The ADR in Papua New Guinea will be conducted in 2011, towards the end of the current UNDP programme cycle of 2008–2011, with a view to contributing to the preparation of the new UNDP country programme starting in 2012 and the forthcoming United National Development Assistance Framework scheduled to start in the same year.

## 2 CONTEXT

The development of Papua New Guinea since attaining independence in 1975 has been interspersed with periods of economic progress and poor performance. In the past decade, there have been government efforts to address critical development challenges. The national strategies and policies under implementation are aimed at social and economic progress at the national and sub-national levels. These include Vision 2050, Papua New Guinea Development Strategic Plan (DSP) 2010–2030, and five yearly Medium-Term Development Plans (MTDPs). Vision 2050 maps out Papua New Guinea's development initiatives for the next 40 years, with priorities underpinning economic growth and development. The DSP and MTDPs translate Vision 2050 into directions for economic policies, public policies and sector interventions with clear objectives, targets and indicators.

Guided by the DSP, MTDP for 2011–2015 outlines resources for development efforts in key policy areas under the Public Investment Programme. It aims to increase economic growth and spread the benefits of growth to overcome opportunity inequalities in Papua New Guinea. The Millennium Development Goals (MDGs) are integrated in the ongoing MTDP. A conducive environment—a stable political environment combined with a productive and proactive public service machinery—is recognized as a prerequisite for implementing MTDP and measures are incorporated to ensure this.

While Papua New Guinea is poised to make economic progress, development challenges remain. Issues related to governance, economic

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<sup>107</sup> <[www.undp.org/eo/documents/Evaluation-Policy.pdf](http://www.undp.org/eo/documents/Evaluation-Policy.pdf)>. The ADR will also be conducted in adherence to the norms, standards and ethical Code of Conduct established by the United Nations Evaluation Group (<[www.uneval.org](http://www.uneval.org)>).

management and citizen participation in the development process remain a challenge. Papua New Guinea has established many institutional arrangements for promoting good governance, with key monitoring and accountability structures in place. However, difficulties remain in ensuring that many of the policies, laws and regulations are implemented effectively. Peace and stability in the island of Bougainville, increasing prevalence of law and order problems and significant human security issues that place women and children most at risk are priority areas for a more sustainable development.

Despite government measures to integrate the MDGs into development planning, challenges remain in achieving the MDGs. Papua New Guinea is unlikely to achieve many MDG targets. During the past 30 years, the country's Human Development Index has risen by 1.3 percent annually, from 0.295 in 1980 to 0.431 in 2010, which ranks Papua New Guinea at 137 out of 169 countries with comparable data. The Human Development Index of East Asia and the Pacific as a region increased from 0.391 in 1980 to 0.650 in 2010, placing Papua New Guinea below the regional average. To enable progress towards the MDGs, Papua New Guinea needs to maintain recent economic stability and use the opportunities of faster economic growth to ensure effective service delivery. Basic service delivery at the subregional level and ensuring that government expenditures are targeted towards priority development needs remain issues. There is considerable government and external support for reducing HIV and AIDS risk. However, Papua New Guinea still faces serious limitations in implementation capacity and enabling functional institutions at different government levels to respond to HIV and AIDS risk.

Gender inequality is widespread in Papua New Guinea, in public and private spaces. Women have considerably less access to education and employment opportunities than men. Women are also vastly underrepresented at all government levels, limiting their power to influence governance and public policy. Violence against women

is common and is exacerbated by socio-economic and cultural pressures as traditional society adapts to change. While the constitution provides equal rights to all citizens, legislation that promotes equal opportunity for men and women is in the early stages.

Although Papua New Guinea is rich in natural resources, poor resources management and failure to apply good environmental practices, particularly in forestry and mining sectors, has led to over-exploitation and environmental degradation, affecting long-term sustainability of vital resources. The potential negative impact on the livelihoods of people dependent on such resources is also high. The study of linkages between the impact of climate change, natural resource management and increased disasters risk is an area that is still emerging. Papua New Guinea is also in the ring of fire and has experienced a number of natural disasters that have resulted in losses of human lives and property.

### **3 UNDP PROGRAMME**

United Nations and UNDP support in Papua New Guinea is guided by a common country assessment of the development needs and priorities in the country, the United Nations Development Assistance Framework (UNDAF) and the United Nations country programme (UNCP). UNDP has been assisting the Government of Papua New Guinea since 1991. In the past decade, UNDP implemented two country programmes. For the period 2003–2007, the UNDP country programme was guided by the UNDAF for the same period. In the subsequent 2008–2012 programme (abridged to 2011), the United Nations Country Team in Papua New Guinea prepared a UNCP intended as an integrated approach to United Nations' support to the government. The UNCP is conceived as a rolling framework, to be reviewed and validated on an annual basis when preparing annual work plans. In 2009, a Joint United Nations Operation Strategy for 2009–2012 (abridged to 2011) was prepared. The Regional Coordinator's Office has the responsibility of coordination and monitoring

the UNCP. As part of the management arrangements at the United Nations Country Team, the Country Programme Coordination Committee, technical working groups/task teams and lead agency for each of them were established. There are 11 taskforces; UNDP is a member of 9 and leads 2 of them.

In addition to the UNCP, UNDP also prepared a country programme for 2008–2012, which was approved by the UNDP Executive Board. The UNCP and joint UN annual plans are operational frameworks for cooperation with the government. Both the UNCP and the UNDP country programme have been abridged by one year to align with the 2011–2015 national MTDP.

The 2008–2011 UNCP aimed to support development and peace efforts in Papua New Guinea. Drawing from the UNCP, the 2008–2011 UNDP country programme outlines four broad areas of support, including democratic governance, HIV and AIDS, poverty reduction, and environment and sustainable development. Out of 5 key and 20 intermediary UNCP outcomes, UNDP supports 4 and 11, respectively. UNCP outcomes supported by UNDP and UNDP country programme outcomes are presented in Annex 6. Programme information for ongoing projects and those that were concluded during the period under review are presented in Annex 7.

The cross-cutting themes outlined in the UNDP country programme include gender equality and crisis prevention and recovery (which are also outcomes), support to achieving the MDGs, and capacity development (individual, institutional and societal levels). It is also intended that the programme follow a human rights-based approach, aim to provide upstream policy support, and support advocacy and awareness-raising in UNDP programme areas. These themes are closely aligned with those identified in the UNCP.

In the previous country programme for 2003–2007, UNDP supported the Government of Papua New Guinea in enhancing leadership and participation; improving access, quality and delivery of

basic services; and improving internal, regional and global integration. This was in alignment with the UNDAF for the same period. The programme interventions, with the exception of programmes in the area of environment and energy and democratic governance, have been largely at the national level. Some of the programmes initiated during the 2003–2007 country programme have continued during the ongoing programme. See Annex 7 for further details.

#### **4 SCOPE OF THE EVALUATION**

Since this is the first ADR in Papua New Guinea, the period covered by the evaluation will include the ongoing country programme (2008–2011) and the previous country programme (2002–2007). While the emphasis will be on the ongoing programme, the ADR will cover projects that started in the previous programme cycle, and the analysis may take a longer-term perspective where appropriate.

The ADR will assess UNDP contributions to the national effort in addressing development challenges, encompassing social, economic and political spheres. It will assess key results, specifically outcomes—anticipated and unanticipated, positive and negative—cover UNDP assistance funded from both core and non-core resources, and address all UNDP activities in the country, including non-project activities and engagement through regional and global initiatives.

The evaluation has two main components: analysis of UNDP contributions to development results through its programme outcomes, and analysis of the strategy it has adopted. For each component, the ADR will present its findings and assessment according to set criteria elaborated here. Further elaboration of the criteria will be found in ADR Manual 2010.

#### **UNDP'S CONTRIBUTION BY THEMATIC/ PROGRAMMATIC AREAS**

Analysis of UNDP contributions to development results of Papua New Guinea will be conducted through a review of its programme activities. The

analysis will be presented by thematic/programme areas and according to the following criteria:

- Relevance of UNDP projects, outputs and outcomes;
- Effectiveness of UNDP interventions in achieving stated goals;
- Efficiency of UNDP interventions in the use of human and financial resources; and
- Sustainability of the results to which UNDP contributes.

### Key questions

- Did UNDP respond appropriately to the evolving country situation and national priorities by adapting its role and approaches?
- Did the UNDP programme accomplish its intended objectives and planned results? What is the UNDP contribution to strengthening national capacities in the areas of democratic governance, national institutions (e.g. strengthening MDG-based planning, supporting monitoring and evaluation systems), effective environment and energy management, and disaster management?
- What is the UNDP contribution to enabling peace, reconciliation and reconstruction in the island of Bougainville?
- Did UNDP appropriately respond to capacity needs (institutional and human) at the national and sub-national levels?
- Did UNDP respond to national priorities in promoting gender equality in development and peace-building?
- What were the strengths and weaknesses of the programme? Were there any unanticipated results? What other factors operated at the national level to affect the results/achievements?
- How well did UNDP use its resources (human and financial) in achieving its contribution?

Was there any identified synergy between UNDP interventions that contributed to reducing costs while supporting results?

- Have programmes been implemented within deadlines and cost estimates? Have UNDP and its partners taken prompt actions to resolve implementation issues?
- Were interventions designed to have sustainable results? Given the identifiable risks, did they include an exit strategy?
- To what extent do the lessons learned from the interventions integrate or advance available knowledge and local capacities and inform the design of new interventions?
- Has national capacity been developed so that UNDP may realistically plan progressive disengagement?
- If there was testing of pilot initiatives, was a plan for upscaling successful initiatives being prepared? Has the programme been catalytic in the development of other programmes?

### UNDP'S CONTRIBUTION THROUGH ITS POSITIONING AND STRATEGIES

The positioning and strategies of UNDP are analysed both from the perspective of the organization's mandate<sup>108</sup> and the development and humanitarian needs and priorities in the country as agreed and as they emerged. This would entail systematic analyses of the UNDP place and niche within the development and policy space in the country, as well as strategies used by UNDP to maximize its contribution through adopting relevant strategies and approaches.

The following criteria will be applied:

- Relevance and responsiveness of the country programme as a whole;
- Enhancing comparative strengths; and
- Promoting United Nations values from the human development perspective.

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108 UNDP, 'UNDP Strategic Plan 2008-2011 – Accelerating Global Progress on Human Development,' Executive Board of UNDP and of the United Nations Population Fund, Second Regular Session, September, New York, 2007d, available at: <[www.undp.org/execbrd/pdf/dp07-43Rev1.pdf](http://www.undp.org/execbrd/pdf/dp07-43Rev1.pdf)>.

### Key questions

- Did the UNDP programme facilitate the implementation of national development strategies and policies and play a complementary role to the government?
- Did UNDP apply the right strategy within the specific political, economic and social context of the region?
- What are the long-term strategic UNDP objectives in the priority area vs. short-term programmes? To what extent are long-term development needs likely to be met across practice areas? What were the critical gaps in UNDP programming?
- Did UNDP have an adequate mechanism to respond to significant changes in the country situation, in particular in peace-keeping and governance?
- Were there any missed opportunities in UNDP programming?
- What factors guided UNDP selection of intervention locations? How did UNDP position itself to respond to capacity needs at the sub-national level? Was there a balance between interventions at the national and sub-national levels?
- How has UNDP leveraged partnerships with other United Nations bodies and the national government, civil society and private sector?

The ADR will address significant cross-cutting factors important to UNDP contribution to development results. Such factors include human rights, gender equality, capacity development, South-South cooperation, partnerships for development and coordination of United Nations' and other development assistance.

### Key questions

- Did the UNDP programme take into account the plight and needs of the vulnerable or disadvantaged to promote social equity?
- To what extent did the UNDP programme incorporate contributing to the attainment of gender equality in each outcome area?

- Did UNDP use its network to bring about opportunities for South-South exchanges and cooperation?

The ongoing programme is a component of one UNCP, and the United Nations Country Team is preparing a similar one for the forthcoming programme.

### Key questions

- What are the implications for UNDP in forthcoming programme planning and in Delivering as One?
- Considering that UNDP is the largest United Nations agency in Papua New Guinea, what are the lessons for more consolidated programming of United Nations agencies at the sub-national level?
- What are the lessons Papua New Guinea can offer in Delivering as One?

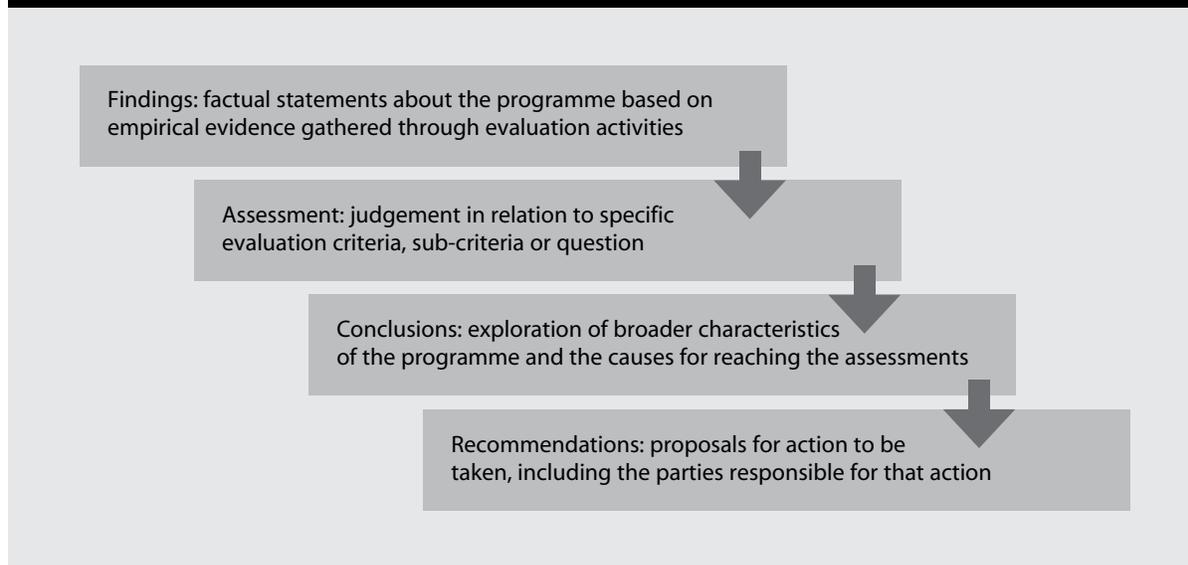
Although a judgement is made using the criteria above, the ADR process will also identify how various factors have influenced UNDP performance. Evaluation criteria form the basis of the ADR methodological process. Evaluators generate findings within the scope of the evaluation and use the criteria to make assessments. In turn, the findings and assessments are used to identify evaluation conclusions and draw recommendations. The process is illustrated in Figure A1 (see following page). Key questions will be further elaborated in the inception report.

## 5 EVALUATION PROCESS

The ADR process is set out in four phases, representing a specific set of achievements and activities that should be normally completed before the next phase can begin:

1. Preparation;
2. Main evaluation;
3. Report writing; and
4. Dissemination and follow-up.

**Figure A1. From findings to recommendationd**



## PHASE 1: PREPARATION

The EO has carried out preliminary research to prepare for the evaluation and has uploaded relevant document in a special Web site for the evaluation team. The EO task manager has undertaken a scoping mission and held discussion with key stakeholders prior to the preparation of the terms of reference for the evaluation and outline of the evaluation design. The scoping mission also analysed the possibility of conducting decentralized outcome evaluations jointly with the ADR.

**Inception report.** Based on the preliminary research and scoping mission, the EO task manager will develop an inception report, which should include:

- Brief overview of key development challenges, national strategies and the United Nations and UNDP response to contextualize evaluation questions;
- Evaluation questions for each evaluation criteria (as defined in the ADR Manual);
- Methods to be used and sources of information to be consulted in addressing each set of evaluation questions;

- Selection of projects/activities to be examined in depth;
- Possible visits to project/field activity sites;
- Outline of the evaluation's approach to qualitative data analysis, specifying concrete tools to be used; and
- Profiles of other evaluation team members.

Team members carrying out evaluations in the area of environment and energy and gender equality will prepare an outcome evaluation report and provide inputs to the ADR.

## PHASE 2: DATA COLLECTION AND ANALYSIS

**Data collection.** Based on the inception report, the team will carry out the evaluation by collecting data. The evaluation team will analyse, inter alia, national documents and documents related to UNDP programmes and projects over the period being examined. With the preliminary research and data review, the evaluation team is expected to develop a good understanding of the challenges that the country has been facing and UNDP responses and the achievements through its country programme and other activities.

The evaluation team will also request and hold briefing sessions with country office programme staff to deepen the understanding of the local work portfolio and activities.

- Field visits and observations should normally be arranged through the country office.
- The team will collect data according to the principles set out in Section 6 of this document and as further defined in the inception report.
- All interviews will be conducted based on indicative interview protocols, and [electronic, Microsoft Word] summaries of each interview will be prepared based on an agreed structure to be defined in the inception report's qualitative data analysis approach.

**Data analysis.** The evaluation team will analyse the data collected to reach preliminary assessments, conclusions and recommendations.

- Once the data is collected, the evaluation team should dedicate some time (up to one week) to its analysis. The task manager will join the team during this phase to assist in analysis and validation.
- Where possible, the evaluation team should develop data displays to illustrate key findings.
- The outcome of the data analysis will be preliminary assessments for each evaluation criterion and question, general conclusions, and strategic and operational recommendations.
- Once the preliminary assessments, conclusions and recommendations are thus formulated, the evaluation team will debrief the Ministry of Planning and Economic Affairs and the UNDP country office to obtain feedback so as to avoid factual inaccuracies and gross misinterpretation.

**Feedback workshop.** A validation workshop will be organized at the end of the data collection and analysis phase to present preliminary findings, assessments, conclusions and, possibly,

emerging recommendations to the evaluation reference group and other key stakeholders, and to obtain their feedback to be incorporated in the early drafts of the report. The validation workshop will also include the feedback from outcome evaluations.

### PHASE 3: DRAFTING AND REVIEWS

**First draft and the quality assurance.** The team leader will submit a complete draft of the report to the EO within three weeks of the feedback workshop. The EO will accept the report as a first draft when it is in compliance with the terms of reference, the ADR Manual and other established guidelines, and satisfies basic quality standards. The draft is also subject to a quality assurance process through an external review. The outcome evaluations will be jointly reviewed by the country office team and the EO.

**Second draft and the verification and stakeholder comments.** The first draft will be revised by the team leader to incorporate the feedback from the external review process. Once satisfactory revisions to the draft are made, it becomes the second draft. The EO will forward the second draft to the UNDP country office and the Regional Bureau for Asia and the Pacific for factual verification and identification of any errors of omission and/or interpretation. The draft evaluation report will also be forwarded to the evaluation reference group for comments and inputs. The team leader will revise the second draft accordingly, preparing an audit trail that indicates changes that are made to the draft, and submit it as the final draft. The EO may request further revisions if it considers it necessary.

### PHASE 4: DISSEMINATION AND FOLLOW-UP

**Management response.** UNDP Papua New Guinea will prepare a management response to the ADR under the oversight of the the Regional Bureau for Asia and the Pacific, which will be responsible for monitoring and overseeing the

implementation of follow-up actions in the Evaluation Resource Centre.<sup>109</sup>

**Communication.** The ADR report and brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to the UNDP Executive Board before the time of approving a new country programme document. The report will be widely distributed by the EO and at UNDP headquarters, to evaluation outfits of other international organizations, and to evaluation societies and research institutions in the region. UNDP Papua New Guinea and the Ministry of Planning and Economic Affairs will disseminate the report to local stakeholders. The report and the management response will be published on the UNDP Web site<sup>110</sup> as well as in the Evaluation Resource Centre.

## 6 EVALUATION MANAGEMENT ARRANGEMENTS

### UNDP EVALUATION OFFICE

The EO will conduct the ADR in collaboration with the Department of National Planning and Monitoring of the Government of Papua New Guinea. The EO task manager will handle overall management of and technical backstopping to the evaluation. The task manager will set the terms of reference for the evaluation, prepare the inception report, select the evaluation team, provide guidance to the conduct of the evaluation, organize feedback sessions and a stakeholder meeting, receive the first draft of the report and decide on its acceptability, and manage the review and follow-up processes. The task manager will also support the evaluation team in understanding the ADR scope, process, approach and methodology, provide ongoing advice and feedback to the team for quality assurance, and assist the team leader in finalizing the report. The EO will meet all costs directly related to the conduct of the ADR.

### GOVERNMENT COUNTERPART IN PAPUA NEW GUINEA

The Department of National Planning and Monitoring is the government counterpart of UNDP in Papua New Guinea. The department will facilitate the conduct of ADR by the evaluation team by providing access to information sources within the government, safeguarding the independence of the evaluation and organizing the stakeholder meeting jointly with EO. It will also be the government department responsible for the use and dissemination of the final outcomes of the ADR.

In order to ensure a more active engagement of the Government of Papua New Guinea and other stakeholders, an Evaluation Review Group will be constituted. The group will include:

- Government: Department of National Planning and Monitoring (chair);
- Civil society: Representative of a women's non-governmental organization;
- United Nations: United Nations Resident Coordinator;
- International agencies/donors: Clinton Foundation, AusAid; and
- United Nations agency: UN Women.

The Department of National Planning and Monitoring will invite the members of the Evaluation Review Group and coordinate the inputs of other government agencies and departments—such as Department of Communication, Department of Rural Development, Department of Finance, National Council of Women, National AIDS Council, Department of Environment, Department of Disaster Management, Office of Legislative Council, Parliament Office and others—pertaining to UNDP programme throughout the ADR process.

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109 <<http://erc.undp.org>>.

110 <[www.undp.org/evaluation](http://www.undp.org/evaluation)>.

The Evaluation Review Group will provide inputs to the terms of reference and inception report, particularly on key evaluation questions, and to the preliminary findings, conclusions and recommendations to be made by the team. The group will participate in the stakeholders workshop organized at the end of the main mission and generally provide feedback to the ADR team as deemed appropriate during the evaluation process.

### **UNDP COUNTRY OFFICE IN PAPUA NEW GUINEA**

The country office will support the evaluation team in liaising with key partners and other stakeholders; making available to the team all necessary information regarding UNDP's programmes, projects and activities in the country; and providing factual verifications of the draft report. The country office will provide the evaluation team support in kind (e.g. arranging meetings with project staff and beneficiaries or assistance with project site visits). However, to ensure the independence of the views expressed in interviews and stakeholder meetings held for data collection purposes, the country office will not participate in them.

During the entire evaluation process and particularly during the main mission, the country office will cooperate with the ADR team and respect its independence and need to freely access data, information and people that are relevant to the exercise. The country office will ensure timely dispatch of written comments on the draft evaluation report. From its side, the ADR team will act in a transparent manner and will interact regularly with the UNDP country office and national government counterparts at critical junctures.

## **7 THE EVALUATION TEAM**

The evaluation team will be responsible for conducting the evaluation as described in the preceding Section 5 on the evaluation process. This will entail, inter alia, preparing the inception

report; conducting data collection; structured data documentation and analysis; presenting preliminary findings, conclusions and recommendations at debriefings and the stakeholder workshop; and preparing the first, second and final drafts of the ADR report as well as a draft Evaluation Brief.

The EO will establish an evaluation team to undertake the ADR. The team will constitute the following members:

- Team leader, with overall responsibility for providing guidance and leadership for conducting the ADR and for preparing and revising draft and final reports. The team leader will have significant experience across a broad range of humanitarian and development issues, and good understanding of UNDP and United Nations programming in a post-conflict context. It is estimated that workload of the team leader would be 55 days.
- Two evaluation specialists (international and national consultants) will support data collection and analysis. Team specialists will support the team leader, provide expertise in specific subject areas of the evaluation and be responsible for drafting relevant parts of the report. Specialists will be contracted to cover the following areas: governance, pro-poor economic development and gender. It is estimated that workload of the team specialists would be approximately 35 days each.
- The EO task manager will act as a member of the team, prepare the design of the evaluation and support the process of analysis.

## **8 TIME-FRAME**

The time-frame and responsibilities for the evaluation process are detailed in Table A1. The time-frame is indicative of the process and deadlines, and does not imply full-time engagement of the evaluation team during the period.

**Table A1. ADR Papua New Guinea: Evaluation time-frame and responsibilities**

Activity	Responsible party	Estimated time-frame
ADR initiation and preparatory work	EO	November 2010
Scoping mission	EO	February 2011
Inception report	EO	March
Selection of the team leader and the rest of the evaluation team	EO, team leader	March
Data collection – main mission	Evaluation team	April
Data analysis	Evaluation team, EO	April
Validation workshop	EO, Government of Papua New Guinea Department of Planning and Monitoring, evaluation team	April
Submission of the first draft	Team leader, evaluation team	Mid-May
EO review, external review and revisions	EO	June
Submission of the second draft	Team leader, evaluation team	June
Review by UNDP country office, Regional Bureau for Asia and the Pacific and Evaluation Review Group	EO, Evaluation Reference Group	July
Submission of the final draft	Team leader, evaluation team	July
Editing and formatting	EO	August
Issuance of the final report and Evaluation Brief	EO	September
Dissemination of the final report and Evaluation Brief	EO, Department of Planning and Monitoring, UNDP country office	September

## 9 EXPECTED OUTPUTS

The expected outputs from the evaluation team are:

- The first, second and final drafts of the report 'Assessment of Development Results – Papua New Guinea' (approximately 55 pages for the main text);
- Outcome evaluation reports for the thematic areas of environment and energy and gender equality (approximately 35 pages for the main text for each report);
- Draft of the Evaluation Brief (2 pages); and
- Presentations at the feedback and stakeholder meetings.

The final report of the ADR will follow the standard structure outlined in the ADR Manual 2011, and all drafts will be provided in English.

## Annex 2

# KEY EVALUATION CRITERIA AND QUESTIONS

Criteria/Sub-criteria	Main questions that guided the ADR	Specific questions brought up in interviews
<b>PART A: DEVELOPMENT RESULTS</b>		
<b>A.1 RELEVANCE</b>		
Relevance of the objectives	<p>Are UNDP activities aligned with national strategies? Are they consistent with human development needs in that area?</p>	<p>Did proper analysis of the context and priorities inform programme/project design?</p> <p>How did UNDP-supported activities align with national strategies (in each thematic area)?</p> <p>Did UNDP respond appropriately to the evolving country situation and national priorities by adapting its role and approaches?</p> <p>How did UNDP-supported activities address the human development priorities of the country and needs of the beneficiaries?</p>
<b>A.2 EFFECTIVENESS</b>		
<p>Did the UNDP programme accomplish its intended objectives and planned results?</p> <p>What was the UNDP contribution to strengthening national capacities?</p>	<p>Did the programme/project implementation contribute toward the stated outcome?</p> <p>Did the UNDP programme set in dynamic changes and processes that have the potential to contribute to long-term outcomes?</p> <p>Were UNDP approaches, resources, models and conceptual framework relevant to achieving planned outcomes?</p>	<p>What outputs/outcomes has the project achieved?</p> <p>Which were the outcome areas where there was limited or no progress?</p> <p>What changes could be observed as a result of these outcomes?</p> <p>Did UNDP interventions strengthen institutional and human capacities?</p> <p>In addition to UNDP interventions, what other factors may have affected or contributed to results?</p> <p>What were the unintended results (positive and negative) of UNDP interventions?</p> <p>To what extent were national stakeholders involved in programme design?</p> <p>Were the resources allocated sufficient to achieve the objectives of the project?</p>
Scope of coverage	How broad were the outcomes (e.g. local community, district, regional, national)?	Were project results intended to reach local community, district, regional or national level?
Addressing gender and other equity issues	<p>Considering the pervasive gender inequality in Papua New Guinea, how did the UNDP programme address this?</p> <p>Who were the main beneficiaries (poor, non-poor, disadvantaged groups)?</p>	<p>How were gender issues addressed in UNDP programmes?</p> <p>Who were the target beneficiaries, and to what extent have they been reached by the project?</p> <p>How have the particular needs of disadvantaged groups been taken into account during project design and implementation?</p>

Criteria/Sub-criteria	Main questions that guided the ADR	Specific questions brought up in interviews
<b>A.3 EFFICIENCY</b>		
Managerial efficiency	<p>Has the programme/project been implemented within deadline and cost estimates?</p> <p>Have UNDP and its partners taken prompt actions to solve implementation issues?</p> <p>Did the One United Nations programme improve the financial efficiency of the UNDP programme?</p>	<p>Have there been time extensions on the project? What were the circumstances giving rise to the need for extensions?</p> <p>Has there been over-expenditure or under-expenditure on the project?</p> <p>What were the implications of the security situation in Papua New Guinea for programme management and efficient use of resources?</p> <p>What mechanisms did UNDP have in place to monitor programme implementation? Were these working?</p> <p>How was UNDP's timeliness perceived by programme partners, particularly in the transfer of funds and procurement?</p> <p>What were the management implications of the One United Nations programme?</p> <p>How is UNDP addressing the issue of core resource cuts for the forthcoming programme?</p>
Programmatic efficiency	<p>Were UNDP resources focused on the set of activities that were expected to produce significant results?</p> <p>Were any synergies identified among UNDP interventions that contributed to reducing costs while supporting results?</p> <p>Did the One United Nations programme improve planning of programme interventions in terms of contributing to development results?</p>	<p>What were the factors that guided distribution of funds in each programme area?</p> <p>Had UNDP allocated sufficient funds for priority programme areas? Were resources spread thinly across interventions?</p> <p>What were the measures taken in the new United Nations country programme by UNDP to maximize use of resources and programme outcome? Were these measures sufficient to for better programme management?</p>
<b>A.4 SUSTAINABILITY</b>		
Programme design to enhance sustainability	<p>Did UNDP appropriately respond to capacity needs (institutional and human) at the national and sub-national levels?</p> <p>Were interventions designed to have long-lasting outcomes/results given the identifiable risks?</p>	<p>Does/did the project have an exit strategy?</p> <p>To what extent does the exit strategy take into account political factors (support from national authorities), financial factors (available budgets), technical factors (skills and expertise needed) and environmental factors (environmental appraisal)?</p>
Issues for sustainability at the implementation level	<p>What issues emerged during implementation as a threat to sustainability?</p>	<p>What unanticipated sustainability threats emerged during programme implementation?</p> <p>What corrective measures did UNDP take?</p> <p>To what extent did the lessons learned from the interventions integrate or advance available knowledge and local capacities, and inform the design of new interventions?</p>
Scaling up of pilot initiatives and catalytic interventions	<p>Is/was there a plan for scaling up pilot initiatives if successful?</p>	<p>What actions have been taken to scale up the project if it was a pilot initiative?</p>

Criteria/Sub-criteria	Main questions that guided the ADR	Specific questions brought up in interviews
<b>PART B: STRATEGIC POSITION</b>		
<b>B1. STRATEGIC RELEVANCE AND RESPONSIVENESS</b>		
Supporting key national priorities	Did the United Nations system as a whole, and UNDP in particular, address the development challenges and priorities and support the national strategies and priorities?	Which national strategies did the programme address? How did UNDP address national strategies in this thematic area?  Were any important areas of the UNDP programme not part of the government strategy? How did these activities contribute to national capacities and overall development results?
Leveraging the implementation of national strategies and policies	Did the UNDP programme facilitate the implementation of national development strategies and policies and play a complementary role to the government?	Provide an example of how the UNDP programme complemented government efforts. What role did UNDP play – provide technical advice; facilitate dialogue, operations and access to knowledge; or build institutional and human capacity?
UNDP approaches	Was there a balance between national and sub-national initiatives? Between policy and conceptual models and implementation support?	What were the perceptions about the UNDP programme approach?  Was there a balance between national and sub-national initiatives?  What was the proportion of programmes at national and sub-national levels and was this justified?  Was there balance between programmes in richer/developed/less developed regions?  How did UNDP mediate tension between short-term demands and long-term goals?
Programme evolution and responding to the context	Was UNDP responsive to the evolution over time of development challenges and the priorities in national strategies or shifts in external conditions?  Did UNDP have adequate mechanisms to respond to significant changes in the country situation, in particular in crises and emergencies?	How has UNDP responded to the context and changes in Papua New Guinea? Examples include: the political dynamics and lack of stability; the impact of economic growth as a result of Liquefied Petroleum Gas resources; assertiveness of government to lead its own development; weak administrative systems.  How did UNDP respond to the lack of diversity in the donor environment? Provide examples to illustrate.  How strategic was UNDP response to the internal crisis in Bougainville?
<b>B2. USING COMPARATIVE STRENGTHS</b>		
Corporate and comparative strengths	Was the UNDP strategy designed to maximize the use of its corporate and comparative strengths? Expertise, networks and contacts?	Give examples of UNDP using its networks and expertise in contributing to national results.
One United Nations programme and coordination among United Nations agencies	What was the contribution of the One United Nations programme to the overall result of UNDP programme?  What are the lessons for UNDP in the ongoing One United Nations programme?	How was joint programming with other United Nations agencies organized, and what was its impact on overall achieving of results?  How did UNDP deal with actual or potential overlaps with other agencies?  What are the perceptions of the national stakeholders and donors about the One United Nations programme and the role of UNDP?  What were the implications for partnerships for UNDP (funding as well as programme) in the One United Nations context?  What are the lessons for UNDP in the forthcoming One United Nations programme?
Assisting government to use external partnerships and South-South cooperation	Did UNDP use its network to bring about opportunities for South-South exchanges and cooperation?	Provide example(s) where UNDP has assisted the government in participating in South-South exchanges (sub-regional, regional and global), using UNDP's own networks and experiences in other countries. What were the results?

Criteria/Sub-criteria	Main questions that guided the ADR	Specific questions brought up in interviews
<b>B3. PROMOTION OF UNITED NATIONS VALUES FROM A HUMAN DEVELOPMENT PERSPECTIVE</b>		
Support to achieving the MDGs	Did the United Nations system, and UNDP in particular, effectively support the government in monitoring progress towards the achievement of the MDGs?	What assistance has UNDP provided to support the government in monitoring the MDGs?  How effective was this support?
Contribution to gender equality	What was the extent to which the UNDP programme was designed to appropriately incorporate in each outcome area contributions to the attainment of gender equality? Extent to which UNDP supported positive changes in terms of gender equality?  Were there any unintended effects?	Provide example(s) of how the programme contributed to gender equality.  Can results of the programme be disaggregated by gender?
Addressing equity issues	Did the UNDP programme take into account the plight and needs of the vulnerable and disadvantaged to promote social equity?	Provide example(s) of how the programme takes into account the needs of vulnerable and disadvantaged groups.
Reducing HIV and AIDS risk	Did the UNDP programme address reducing HIV and AIDS risk as a cross-cutting issue?	Provide example(s) of how the programme addressed HIV and AIDS as a cross-cutting dimension beyond having specific interventions.
Credibility of UNDP	Was UNDP considered capable of providing leadership and contributing to substantive and high-level policy dialogue on human development issues in the country, particularly on potentially sensitive issues?	Provide an example of UNDP contribution to high-level or substantive policy dialogue. What was the outcome?  How would you rate UNDP's leadership in this particular area (theme/programme)?

## Annex 3

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## Annex 4

# PERSONS CONSULTED

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## Annex 5

# LIKELIHOOD OF ACHIEVING MDG AND MEDIUM-TERM DEVELOPMENT STRATEGY TARGETS

MDG	Year	Likelihood of achieving targets		State of supporting environment	
		MDG	MTDS	Policy/legislation	Implementation
1	2004	Very unlikely	Potentially	Fair	Fair
	2009	Very unlikely	Likely	Fair	Fair
2	2004	Very unlikely	Potentially	Fair	Fair
	2009	Very unlikely	Potentially	Fair	Fair
3	2004	Very unlikely	Potentially	Fair	Weak
	2009	Very unlikely	Potentially	Fair	Weak
4	2004	Very unlikely	Potentially	Fair	Fair
	2009	Very unlikely	Likely	Fair	Fair
5	2004	Very unlikely	Potentially	Fair	Weak
	2009	Very unlikely	Very unlikely	Fair	Weak
6	2004	Very unlikely	Very unlikely	Fair	Weak
	2009	Very unlikely	Very unlikely	Fair	Weak
7	2004	Very unlikely	Very unlikely	Strong	Very weak
	2009	Very unlikely	Very unlikely	Fair	Very weak

Source: Government of Papua New Guinea, 2009.

## Annex 6

# UNCP OUTCOMES ADOPTED BY UNDP COUNTRY PROGRAMME 2008-2012

UNCP outcomes to which UNDP contributes	UNCP intermediary outcomes to which UNDP contributes	UNDP programme areas and outcomes
<p>Outcome 1: Government develops and implements effective governance and crisis management policies and strategies based on the principles of good governance.</p>	<p>Outcome 1: National and selected provincial parliaments function more effectively and carry out their legislative and oversight roles.</p> <p>Outcome 2: By 2012, Government of Papua New Guinea efficiently and transparently coordinates international aid, donors and development partners to support nation building and facilitate the implementation and monitoring of the MTDS/MDGs.</p> <p>Outcome 3: Provincial and local governments plan and manage their finances and support service delivery effectively and efficiently with increased partnership and participation of civil society and private sector.</p> <p>Outcome 4: Government is aware of, respects, and provides for people's human rights while it empowers citizens to demand the protection of those rights from government.</p> <p>Outcome 5: The Papua New Guinea Government is committed to nation building and human rights through effective national crisis management and prevention.</p> <p>Outcome 6: National and provincial-level institutions and donor partners effectively coordinate, prepare and deliver relief support in response to natural disasters.</p>	<p><b>Poverty reduction</b></p> <ul style="list-style-type: none"> <li>▪ The Government of Papua New Guinea efficiently and transparently coordinates international aid, donors and development partners to facilitate the implementation and monitoring of the MTDS/MDGs.</li> </ul> <p><b>Democratic governance</b></p> <ul style="list-style-type: none"> <li>▪ National and selected provincial parliaments function more effectively to carry out their legislative and oversight roles.</li> <li>▪ Provincial and local governments plan and manage their finances and support service delivery efficiently and effectively with increased participation of civil society and the private sector.</li> <li>▪ Government is aware of, respects, and provides for human rights while empowering citizens to demand the protection of those rights from government.</li> <li>▪ Relevant institutions in Papua New Guinea research and apply best practices for conflict prevention and recovery, and the associated gender dimensions to enhance nation building.</li> </ul>
<p>Outcome 3: By 2012, rural communities in selected provinces of each region use improved sustainable livelihood practices.</p>	<p>Outcome 1: By 2012, the Department for Environment and Conservation effectively plans, manages, monitors and coordinates with other relevant government institutions the sustainable use of natural resources, and selected communities use their natural resources sustainably to enhance their livelihoods.</p>	<p><b>Environment and sustainable development</b></p> <ul style="list-style-type: none"> <li>▪ Department for Environment and Conservation effectively plans, manages, monitors, and coordinates with other relevant government institutions the sustainable use of natural resources at the national, provincial and local levels.</li> <li>▪ Communities in selected provinces use their natural resources sustainably to enhance their livelihoods.</li> </ul>
<p>Outcome 4: By 2012, women and girls experience fewer gender inequalities in Papua New Guinea.</p>	<p>Outcome 1: By 2012, the number of women in decision-making roles in public and private sectors increase by 10%.</p> <p>Outcome 2: By 2012, communities in one province in each region have reduced gender-based violence by 25%. (Although UNDP has not committed to this intermediate outcome in the UNCP, it has a gender-based violence programme.)</p>	<p><b>Poverty reduction</b></p> <ul style="list-style-type: none"> <li>▪ Number of women in decision-making roles in public and private sectors increased by 10%.</li> <li>▪ Communities in one province in each region have reduced gender-based violence by 25%.</li> </ul>
<p>Outcome 5: By 2012, the rate of HIV and AIDS infection is halted or reduced, and government provides services to people living with and affected by HIV and AIDS.</p>	<p>Outcome 1: Communities develop and implement HIV prevention, care and support strategies for their population.</p> <p>Outcome 3: National AIDS Council effectively and efficiently fulfills its responsibilities in managing, coordinating, implementing, monitoring and evaluating national response to HIV and AIDS.</p>	<p><b>Democratic governance</b></p> <ul style="list-style-type: none"> <li>▪ Communities develop and implement HIV prevention, care and support strategies for their population.</li> <li>▪ National AIDS Council effectively and efficiently fulfills its responsibilities in managing, coordinating, implementing, monitoring and evaluating the national response to HIV and AIDS.</li> </ul>

## Annex 7

# UNDP PROJECT PORTFOLIO, 2003-2012

Project Title	Practice Area (if different from CPAP)	Project Status (ongoing/complete)	Start Date	End Date	Implementing Partners	Sources of Funding	Approved Budget (US\$ thousands)	Total Expenditure (US\$ thousands)	Project Location
<b>Country Programme 2008-201</b>									
<b>Governance and Crisis Management</b>									
United Nations Human Rights Programme in Papua New Guinea	Democratic Governance	Ongoing	1 Jan 2008	Ongoing	DJAG	UNDP, OHCHR	509	481	Port Moresby
MDG Coordination and Implementation in Papua New Guinea	MDGs and Poverty Reduction	Ongoing	1 Jan 2008	Ongoing	DNPM	UNDP	1,229	832	Port Moresby
Strengthening Legislative Drafting in Papua New Guinea	Democratic Governance	Ongoing	1 Jan 2009	Ongoing	OLC	UNDP	143	110	Port Moresby
United Nations Disaster Risk Management Programme	Crisis Prevention and Recovery	Ongoing	1 Jan 2008	Ongoing	NDC	UNDP, BCPR	1,457	1,392	Port Moresby
United Nations Strategic Interventions Initiative	Democratic Governance	Ongoing	1 Jan 2008	Ongoing	DNPM	UNDP	2,071	1,960	Port Moresby
Nation Building Through Crisis Management and Prevention	Crisis Prevention and Recovery	Ongoing	1 Jan 2008	Ongoing	PM's Dept.	UNDP, BCPR	2,191	1,443	Port Moresby, Goroka
United Nations Bougainville Programme	Crisis Prevention and Recovery	Ongoing	1 Jan 2008	Ongoing	ABG	UNDP, BCPR, AusAID	4,612	3,553	Bougainville

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Project Title	Practice Area (if different from CPAP)	Project Status (ongoing/complete)	Start Date	End Date	Implementing Partners	Sources of Funding	Approved Budget (US\$ thousands)	Total Expenditure (US\$ thousands)	Project Location
Aid Coordination and Management	Democratic Governance	Ongoing	1 Jan 2008	Ongoing	DNPM	UNDP, NZAID	1,920	1,724	Port Moresby
Provincial Capacity Building	Democratic Governance	Ongoing	1 Jan 2008	Ongoing	DoF	UNDP, AusAID, Government of Papua New Guinea	4,393	3,714	Port Moresby, Six Provinces
<b>Gender</b>									
Global Gender Equality	Gender	Ongoing	1 Jan 2009	Ongoing	DCD	BCPR	389	287	Port Moresby
United Nations Gender-Based Violence Programme	Gender	Ongoing	1 Jan 2008	Ongoing	DCD	UNDP, BCPR	447	167	Port Moresby
United Nations Women in Leadership Programme	Gender	Ongoing	1 Jan 2008	Ongoing	DCD	UNDP, AusAID	1,756	1,348	Port Moresby
<b>HIV and AIDS</b>									
United Nations HIV and AIDS Management Programme	HIV and AIDS	Ongoing	1 Jan 2008	Ongoing	NACS	UNDP, GFATM	1,988	1,428	Port Moresby
United Nations HIV and AIDS Prevention	HIV and AIDS	Completed	1 Jan 2008	Ongoing	NACS		91	96	
<b>Sustainable Livelihoods</b>									
Community-Based Forest and Coastal Conservation	Environment and Energy	Ongoing	1 Jan 2009	Ongoing	DEC	GEF	223	128	Port Moresby
United Nations Climate Change Programme	Environment and Energy	Ongoing	1 Jan 2009	Ongoing	OCCD		416	331	Port Moresby

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Community-Based Coastal and Marine Conservation	Environment and Energy	Completed	1 Jan 2008	Dec 31 2008		UNDP	48	10	Milne Bay
Community-Based Ecotourism	Environment and Energy	Completed	1 Jan 2008	Dec 31 2009		UNDP	189	129	Port Moresby
Department of Environment and Conservation Capacity Strengthening	Environment and Energy	Ongoing	1 Jan 2008	Ongoing	DEC	UNDP	1,335	1,258	Port Moresby
<b>Country Programme 2004–2007</b>									
<b>Poverty Reduction Through Good Governance</b>									
Support to MDGs in Papua New Guinea	MDGs and Poverty Reduction	Completed	1 Jan 2004	Dec 31 2006	DNPM	UNDP	125	97	Port Moresby
MDG Coordination and Implementation	MDGs and Poverty Reduction	Completed	1 Jan 2007	Dec 31 2008	DNPM	UNDP	428	310	Port Moresby
<b>Democratic Governance</b>									
Rapid Advisory Services	Democratic Governance	Completed	1 Jan 2004	Dec 31 2007	DNPM	UNDP	3,961	2,866	Port Moresby
Urban Governance Support Project	Democratic Governance	Completed	1 Jan 2004	Dec 31 2005					
Bougainville Planning and Community Support	Democratic Governance	Completed	1 Jan 2004	Dec 31 2007	Bougainville Admin.	UNDP	3,108	2,117	Port Moresby
Provincial Capacity Building Project	Democratic Governance	Completed	1 Jan 2004	Dec 31 2007	DoF	UNDP, AusAID	1,696	1,184	Port Moresby and Provinces

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Parliamentary Support Project	Democratic Governance	Completed	1 Jan 2005	Dec 31 2007	Parliamentary Services	UNDP, AusAID	1,936	1,549	Port Moresby
Voter Education and Democratic Governance Awareness	Democratic Governance	Completed	1 Jan 2006	Dec 31 2007	TI Papua New Guinea	DGTF	156	156	Port Moresby
Aid Coordination Management	Democratic Governance	Completed	1 Jan 2004	Dec 31 2008	DNPM	UNDP	237	247	Port Moresby
Good Governance and Anti-Corruption Education	Democratic Governance	Completed	1 Jan 2007	Dec 31 2009	TI Papua New Guinea	UNDEF	510	209	Port Moresby
Urban Governance Support	Democratic Governance	Completed	1 Jan 2007	Dec 31 2008	Office of Urban.	UNDP	106	44	Port Moresby
<b>Human Rights, Peace and Security</b>									
Safer City	Crisis Prevention and Recovery	Completed	1 Jan 2004	Dec 31 2005		UNDP	96	86	Port Moresby
Violence Reduction and Peace Consolidation in Papua New Guinea	Crisis Prevention and Recovery	Completed	1 Jan 2004	Dec 31 2005		CPRTTF	389	210	Port Moresby
Human Rights Advocacy and Monitoring	Democratic Governance	Completed	1 Jan 2005	Dec 31 2005	OC	DGTF	250	212	Port Moresby
Nation Building Support Programme for Papua New Guinea	Crisis Prevention and Recovery	Completed	1 Jan 2006	Dec 31 2008	PM's Dept.	UNDP	551	302	Port Moresby
Strengthening Human Rights in Papua New Guinea	Democratic Governance	Completed	1 Jan 2007	Dec 31 2008	DJAG	UNDP	120	33	Port Moresby

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<b>Conservation of Environment and Energy</b>									
Milne Bay Coastal and Marine Conservation	Environment and Energy	Completed	1 Jan 2004	Dec 31 2006	CI	UNDP, GEF	3,869	3,729	Milne Bay
Milne Bay Project – Supplementary	Environment and Energy	Completed	1 Jan 2006	Dec 31 2007	DEC	UNDP	236	205	Milne Bay
Remote Sensing Land Use Initiative	Environment and Energy	Completed	1 Jan 2004	Dec 31 2006	Government	UNDP	633	563	Port Moresby
National Capacity Self-Assessment	Environment and Energy	Completed	1 Jan 2004	Dec 31 2006	DEC	GEF	46	21	Port Moresby
Papua New Guinea Second National Communication	Environment and Energy	Ongoing	1 Jan 2004	Ongoing	DEC	GEF	583	362	Port Moresby
National Capacity Self-Assessment (GEF)	Environment and Energy	Ongoing	1 Jan 2004	Ongoing	DEC	GEF	484	186	Port Moresby
Papua New Guinea SLM	Environment and Energy	Ongoing	1 Jan 2006	Ongoing	DEC	GEF	695	164	Port Moresby
Third National Report to CRIC5	Environment and Energy	Completed	1 Jan 2006	Dec 31 2008	DEC	GEF	72	1	Port Moresby
Department for Environment and Conservation Capacity Strengthening Project	Environment and Energy	Completed	1 Jan 2006	Dec 31 2007	DEC	UNDP	281	207	Port Moresby
Community-Based Ecotourism Development	Environment and Energy	Completed	1 Jan 2007	Dec 31 2007	TPA	UNDP	4	3	Port Moresby
<b>Mainstreaming Gender</b>									
Gender Equality and Leadership for Results	Gender	Completed	1 Jan 2007	Dec 31 2007	DCD	UNDP	250	182	Port Moresby

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<b>Promotion of Economic and Employment Opportunities</b>									
Bougainville Rehabilitation Programme	Crisis Prevention and Recovery	Completed	1 Jan 2004	Dec 31 2006		UNDP	2,620	2,042	Bougainville
<b>Multi-Sectoral Response to HIV and AIDS</b>									
Support to National HIV and AIDS Programme	HIV and AIDS	Completed	1 Jan 2004	Dec 31 2006	NACS	UNDP	955	494	Port Moresby
Monitoring and Evaluation Enhancement Support Programme	HIV and AIDS	Completed	1 Jan 2005	Dec 31 2008	NACS	UNDP	1,279	682	Portt Moresby

Source: UNDP Papua New Guinea, February 2011

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