

United Nations

Development Assistance Framework 2018-2022

Papua New Guinea

Contents

Acronym and Abbreviation List	3
Signatory Page	4
Executive Summary	5
Introduction.....	7
Outcomes	13
People Inclusive Human Development & Equitable Services.....	14
Prosperity Inclusive & Sustainable Growth	21
Planet Sustainable management of natural resources, biodiversity conservation, strengthened climate & disaster resilience.....	25
Peace Promoting Inclusive, Governance, Justice & Peace	30
Risks & Assumptions.....	37
Partnership & Innovation	39
Implementation	43
'Delivering as One' Programme Coordination.....	43
Monitoring and Evaluation.....	46
Common Budgetary Framework	48
Financing Strategy	49
Annex I Basis for the Relationship	50
Annex II National Alignment.....	54
Annex III Theory of Change Schematics.....	56
Annex IV Results & Resources Framework.....	60

Acronym and Abbreviation List

ABG	Autonomous Bougainville Government
AIDS	Acquired Immune Deficiency Syndrome
FAO	Food and Agriculture Organization
HIV	Human Immunodeficiency Virus
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IOM	International Organization for Migration
MDG	Millennium Development Goals
OHCHR	Office of the High Commissioner for Human Rights
PNG	Papua New Guinea
REDD+	Reduced emissions from deforestation and forest degradation, conservation of existing forest carbon stocks, sustainable forest management and enhancement of forest carbon stocks
SDG	Sustainable Development Goals
StaRS	Strategy for Responsible Sustainable Development
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV and AIDS
UNCDF	United Nations Capital Development Fund
UNCITRAL	United Nations Commission on International Trade Law
UNDP	United Nations Development Programme
UNDAF	United Nations Development Assistance Framework
UNDSS	United Nations Department of Safety and Security
UNEP	United Nations Environment Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNOPS	United Nations Office for Project Services
UN Habitat	United Nations Habitat
UN Women	United Nations Women
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization

Signatory Page

Preamble

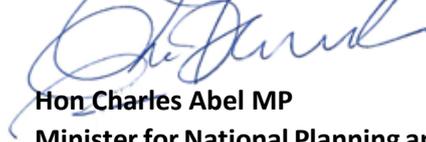
The United Nations in Papua New Guinea is committed to working with the Government and people of Papua New Guinea, together with other development partners, to improve the lives of all people in the country, especially the most marginalized and vulnerable, and to achieve the Sustainable Development Goals. The United Nations Development Assistance Framework reflects the shared commitment of the Government of Papua New Guinea and the UN system to maximize our efforts in support of the national priorities, including the Vision 2050, the Strategy for Responsible Sustainable Development, the Medium-Term Development Plan, and the Development Strategic Plan 2010-2030.

**For and on behalf of the United Nations in
Papua New Guinea:**



**Roy Trivedy
United Nations Resident Coordinator**

**For and on behalf of the people of Papua New
Guinea:**



**Hon. Charles Abel MP
Minister for National Planning and Monitoring**

Executive Summary

The United Nations Development Assistance Framework (UNDAF) 2018-2022 outlines the partnership between the United Nations (UN) and the Government of Papua New Guinea (PNG) in support of the 2030 Agenda, and is rooted in national development priorities. The resulting support of the UN will be focused in the following four Outcome areas, which in turn are grounded in the key elements of the Sustainable Development Goals (SDGs) that underpin the achievement of the Government's Vision 2050:

1. People - Inclusive Human Development & Equitable Services
2. Prosperity - Inclusive & Sustainable Growth
3. Planet - Sustainable Management of Natural Resources, Biodiversity Conservation, Strengthened Climate & Disaster Resilience
4. Peace - Promoting Inclusive, Governance, Justice & Peace

Work in each of the above priority areas will be developed and implemented through partnerships with local, regional, national and international organizations, businesses and communities. The UNDAF 2018-2022 includes the following sections:

- The **Introduction** provides an overview of the methodology for formulation of the UNDAF 2018-2022, PNG's development context, as well as the core values and principles of the UN in PNG, in support of the 2030 Agenda for Sustainable Development paradigm.
- The **Outcome** section outlines the UNDAF 2018-2022 strategic intent and logic, as well as the intended results, organized around four strategic Outcome areas.
- The **Risks and Assumptions** section summarizes the key assumptions enabling the programme, as well as potential risks that may hinder it over the course of the five-year cycle.
- The **Partnership & Innovation** section describes the partnerships required to implement the UNDAF 2018-2022.
- The **Implementation Chapter** summarizes the management structures and the supporting 'Delivering as One' coordination architecture that enable the UN system to deliver on results.
- The **Monitoring and Evaluation** section explains how the Government and UN will monitor, report on and evaluate the performance of the UNDAF 2018-2022.
- The **Common Budgetary Framework** section indicates the estimated budget necessary for the delivery of the programme, as well as outlines the Financing Strategy for the UNDAF 2018-2022.
- Corresponding annexes underpin relevant information in the UNDAF.

The UN entities party to the present UNDAF 2018-2022 include the below Resident and Non-Resident Agencies: Food and Agriculture Organization (FAO), International Fund for Agricultural Development (IFAD), International Labour Organization (ILO), International Organization for Migration (IOM), Office of the High Commissioner for Human Rights (OHCHR), Joint United Nations Programme on HIV and AIDS (UNAIDS), United Nations Capital Development Fund (UNCDF), United Nations Commission on International Trade Law (UNCITRAL), United Nations Development Programme (UNDP), United Nations Department of Safety and Security (UNDSS), United Nations Environment Programme (UNEP), United Nations Education, Scientific and Cultural Organization (UNESCO), United Nations Population Fund (UNFPA), United Nations High Commissioner for Refugees (UNHCR), United Nations International Children's Emergency Fund (UNICEF), United Nations Office for Project Services (UNOPS), United Nations Habitat (UN Habitat), United Nations Entity for Gender Equality and Women's Empowerment (UN Women), World Food Programme (WFP), World Health Organization (WHO)

Introduction

The adoption of the SDGs in 2015 by 193 countries established a new platform for achieving an ambitious set of social, economic and environmental global goals. The Government of PNG took centre stage in guiding this process, as one of three representative governments from the Pacific that participated in the UN General Assembly's SDG Working Group. It also played a leadership role in the 'Future We Want' national consultations on the Post 2015 Agenda, as one of 88 countries leading the initial discussions that established the framework for the SDGs. Implementing the SDGs over their fifteen-year cycle is vital for the achievement of the Government's Vision 2050.

The UNDAF 2018-2022 explains how the UN in PNG will support the Government towards achieving the SDGs and is consistent with existing national development priorities, including the Vision 2050, the Strategy for Responsible Sustainable Development (StaRS), the Development Strategic Plan 2010-2030, the Medium-Term Development Plan, and sectoral strategies and policies as noted in the National Alignment Annex II. This alignment enhances the relevance of UN support and is complemented by an analysis of the UN's comparative advantage in PNG.

The UNDAF 2018-2022 was developed in an inclusive and participatory manner through consultations with the Government, as well as development and civil society partners. The UN undertook a thorough diagnostic of its own systems, as well as the situation in the country, to better inform what type of support it should provide in its next partnership with the Government.

The following processes were undertaken to formulate this five-year programme:

1. **Independent Evaluation:** The UN commissioned an evaluation of the UNDAF 2012-2017 to inform planning for the next programme;
2. **Normative Programming Principles consultation:** Together with the Government and other partners, the UN Country Team agreed on the application of normative programming principles to assist in implementation of national development priorities;
3. **Comparative Advantage exercise:** The UN also examined its added value in PNG to complement the work of other development partners. This exercise allowed the UN to better understand where it may intervene in its support to the Government;
4. **Country Analysis exercise:** The UN reviewed existing development and demographic data about PNG so that the resulting programme would address specific root causes of development and humanitarian challenges where the UN is best positioned to respond;
5. **Gender Scorecard assessment:** The UN assessed the Country Team's performance on gender equality and women's empowerment with recommendations on how to improve performance in the next programme cycle.
6. **Strategic Prioritization:** Following these processes, the UN and the Government agreed on the UNDAF 2018-2022 Strategic Priorities and the Outcome areas; and
7. **Theory of Change exercise:** To inform the design of UN activities against the Strategic Priorities, the UN conducted a Theory of Change exercise which developed the logic for all levels of results (*please see Outcome Chapter and Theory of Change Schematics Annex III for more information*).

Figure 1 | UNDAF 2018-2022 Roadmap



UNDAF 2012-2017: Findings and Recommendations

An independent evaluation of the UNDAF 2012-2017 assessed its relevance, effectiveness, efficiency, impact and sustainability. The purpose of the evaluation was to learn from existing experience to inform and improve the new programme.

The evaluation concluded that the UNDAF 2012-2017 demonstrated alignment, flexibility and focus in a complex and often challenging environment. It found that the UN is well positioned in PNG as a convener and has established relationships with the Government, civil society and development partners that benefit from mutual trust. The evaluation recommended that the UN find a balance between implementation and technical advisory support, in line with its comparative advantage.

A review of the UNDAF 2012-2017 governance structures recommended rationalizing the number of interagency outcomes and corresponding results groups, which would better reflect the interconnected 2030 Agenda for Sustainable Development and enable greater cross-sectoral engagement and coherence. Stronger alignment of Non-Resident Agencies was also recommended.

UN Comparative Advantage in PNG

The UN identified the strengths that it brings to PNG's development agenda, in the context of the contributions and capacities of other development partners. Representatives from key organizations were consulted on, and contributed invaluable insight into, how the UN is perceived in PNG and where demand for UN services is most prevalent. For the UN, its comparative advantage includes: (1) the **mandate** to act; (2) the **capacity** to act; and (3) being **best positioned** to act.

The comparative advantage analysis concluded that the UN in PNG has strong relationships with government at all levels and that its future programme should align to national priorities in the context of the SDGs. The analysis also revealed that by innovating through its partnerships, the UN can increase its reach to those who are marginalized and vulnerable. An additional theme for the comparative advantage exercise was for the UN to focus on strengthening data management and analysis. The UN has an opportunity to strengthen its work at provincial and district levels in its future programme. The UN is also well positioned to better mainstream human rights, gender equality and women's empowerment throughout its programmes.

Country Context

PNG is linguistically and culturally one of the most diverse countries in the world, with over 1,000 tribes and 800 languages. According to the 2011 National Population and Housing Census, it is home to approximately 7.3 million people. With nearly 76 percent of Pacific Islanders, PNG is the largest of the Pacific Island countries and leads the region on many fronts. Although PNG sits within the Pacific Region, the country shares many demographic and economic challenges more akin to other parts of Asia. It has the potential to benefit from trade, cooperation and increased regional diplomacy with both Asia and other parts of the Pacific. The country has significant 'strategic assets' including oil, gas, gold, copper, forestry and fishery resources. PNG faces the challenge of providing service delivery to a diverse, dispersed and mostly rural population spread over 600 islands, with limited accessibility to many parts of the country, high logistical costs and supply management complications.

On its 41st independence anniversary from Australia, PNG is playing a vital role in shaping a 'New Pacific Diplomacy' on critical issues affecting the region (the 'New Pacific Regionalism'). At the 2016 UN General Assembly, Pacific Island state world leaders emphasized the 'existential' threats due to climate change and other environmental factors. At the 2016 Pacific Islands Forum Leaders Meeting, the PNG Prime Minister spoke on behalf of vulnerable Pacific Islands, asking the World Bank to review

and redefine 'state fragility', acknowledging that the "threat posed by climate change" now challenges the work of governments worldwide. PNG also plays a leading role in the Pacific Island Forum and the Melanesian Spearhead Group, which enhance cooperation between independent countries of the Pacific Ocean, promote economic growth, and align the member country shared goals of sustainable development, good governance and security.

PNG is highly decentralized, with 22 provinces, 89 districts, 313 Local Level Governments and 6,131 wards. This decentralized system is complex, with multiple tiers of government and administration. Each tier of government is funded largely from the national budget. Central government policy making and fiscal control is strong compared with the weaker capacity among line government agencies and subnational service providers in implementation and service delivery. The 2014 National Human Development Report notes that the complex decentralization system is a consequence of PNG's diverse population, "which retains a stronger allegiance to and trust towards sub-national levels than national."¹ However, there is uneven governance capacity at provincial and district levels which have "historically performed relatively poorly in terms of delivery of services and development to their respective populations."²

Eighty-five percent of the population of PNG lives in rural areas, with a similar percentage making their living in agriculture, fisheries, and forestry sectors. Land ownership in PNG rests with local communities. This has some advantages. For example, when commercial companies use land, they are required to negotiate with traditional land owners. The system of land ownership, however, also constrains commercial farming, so that the state loses out on benefits that could be accrued when land is acquisitioned for commercial purposes. There is an increased trend towards urbanization. Since the 2000 national census, life expectancy in PNG has improved to 63.1 in 2013 (from 58.7 in 2000³). Based on current projections, PNG's population is predicted to reach nine million by 2020, potentially adding additional strain on the delivery of essential services.

Despite a decade of rapid economic growth there was little decline in poverty from 1996 to 2010. The 2014 National Human Development Report notes that, "there is a widespread perception within the country that the extractive-based form of development has not been inclusive or reached as many Papua New Guineans as it could and should have."⁴ PNG is ranked 158 out of 188 countries in 'Low Human Development' under UNDP's Human Development Index 2015. This ranking has fallen from 153 in 2011 despite strong economic indicators and performance.

As a consequence, PNG maintains a national poverty rate of approximately 37 percent. Gross Domestic Product growth has been positive in PNG since the early 2000s. In 2015 it was nine percent and fell to 4.3 percent in 2016, largely due to the global fall of commodity prices which make up a significant proportion of government revenues relative to total employment in the sector. Strain on fiscal resources, as well as persistent pressures on foreign currency reserves, and the impact this has

¹ *The PNG National Human Development Report: From Wealth to Wellbeing: Translating Resource Revenue into Sustainable Human Development*, 2014, p.39.

² *The PNG National Human Development Report: From Wealth to Wellbeing: Translating Resource Revenue into Sustainable Human Development*, 2014, p.39.

³ *National Human Development Report, From Wealth to Wellbeing: Translating Resource Revenue into Sustainable Human Development*, 2014.

⁴ *The PNG National Human Development Report: From Wealth to Wellbeing: Translating Resource Revenue into Sustainable Human Development*, 2014, p.17.

on government and external liquidity, drove some international credit ratings agencies to downgrade their outlook on the PNG economy⁵.

The 'Future We Want' survey in PNG highlighted employment opportunities and climate change as particular areas in which a coordinated policy response from the public sector and civil society was needed; the latter requiring adaptation measures and food security. Climate change vulnerabilities due to rising sea levels and shifting coastlines, as well as increased risk of natural disasters, are existential threats to the population. Consultations confirmed the strong nexus between human development and the environment in which people live.

PNG's Millennium Development Goals (MDG) status has been reported by government, international and regional bodies. PNG has been assessed as 'off track' against the global MDGs. Notably however, the country has achieved progress on several national MDG targets, including reduced childhood mortality, and increased participation in primary education. In the case of Human Immunodeficiency Virus (HIV) and Acquired Immune Deficiency Syndrome (AIDS), although gains have been made, complacency may result in the reversal of these positive trends. Major challenges remain both for indicators and implementation, especially in relation to poverty, hunger, literacy, women in leadership, tuberculosis, maternal mortality, family planning, environmental sustainability, and global partnerships. In health and education, a large proportion of services provided in rural areas depend on the work of churches and civil society organizations.

Overall, when looking towards the SDGs, the following priorities need further follow up:

- Eradicate extreme poverty and hunger while ensuring inequality does not lead to conflict over resources (MDG1);
- Continued focus on attainment of universal basic education for all and gender parity in the upper levels (MDG2);
- Improvements in female youth literacy (MDG3);
- Reduced neonatal deaths (MDG4);
- An increase in family planning rates, meeting the need for family planning, and reduced maternal mortality rate (MDG5);
- Reduction in the death rate due to malaria, reduction in the prevalence of tuberculosis with due consideration for the drug resistant form of this disease, and sufficient data gathering to enable reporting against pneumonia targets (MDG6);
- Reducing the loss of land covered by primary forest, reduced water resource usage, and advancing disaster risk reduction (MDG7); and
- Continued collaboration between international communities and developing countries, and between bilateral and multilateral institutions (MDG8).

Human Rights and Gender Equality

The 2030 Agenda is universal, integrated, transformative and people-centred. It is strongly grounded in human rights with the aim of ending poverty, protecting the planet, and ensuring prosperity for all. PNG is signatory to and has ratified the following human rights treaties:

- The International Convention on the Elimination of All Forms of Racial Discrimination (1982)
- The Convention on the Rights of the Child (1993)
- The Convention on the Elimination of all Forms of Discrimination Against Women (1995)

⁵ ADB, Pacific Economic Monitor, July 2016, p.10.

- The International Covenant on Economic, Social and Cultural Rights (2008)
- The International Covenant on Civil and Political Rights (2008)
- The Convention on the Rights of Persons with Disabilities (2013)

In addition, the country is party to other relevant human rights instruments, including the Genocide Convention, Refugee Convention, Geneva Conventions and Additional Protocol I, and the ILO's Fundamental Conventions. PNG actively participates in the Universal Periodic Review process, undergoing the second four-year review in 2016, where the Government received 161 recommendations with 51 recommendations noted, while 110 recommendations were supported by the Government. Overall, PNG's completion of and participation in the second cycle of the Universal Periodic Review in 2016 reaffirmed the PNG Government's "strong commitment towards the advancement and protection of fundamental principles and values of universal human rights enshrined in the Universal Declaration of Human Rights and the Charter of the United Nations... [T]he Government reiterate[d] that the cornerstone of a democratic society is underpinned by the promotion and safeguarding of fundamental human rights."⁶

PNG faces significant gender inequality, and women are markedly under-represented in parliament and in leadership positions in the country. Other than nutrition, where there are consistently more stunted boys, on most human development indicators (health, education, literacy and numeracy) women's status lags behind that of men. The country also faces significant challenges posed by high levels of gender-based violence. The 2030 Agenda has as a central objective to, "realize the human rights of all and to achieve gender equality and the empowerment of all women and girls," and states that the, "systematic mainstreaming of a gender perspective in the implementation of the Agenda is crucial."⁷ The UN in PNG uses human rights, gender equality and women's empowerment as key principles for programming, mainstreaming these into analysis, planning, implementation, Monitoring and Evaluation. The aim is to ensure greater integration and coherence of the UN's work in PNG, and to develop interventions that address human rights deprivations such as inequality, marginalization and discrimination.

Governance and Accountability

Accountability underlies the implementation of the 2030 Agenda. It requires strengthened national capacities of duty-bearers to deliver on their obligations, with effective oversight mechanisms in place. For the UN, accountability also requires robust data and information for policy formulation, programme design and implementation. This is also critical for managing risks and delivering better results. These requirements apply to national and subnational policy processes and to the work of the UN in PNG. Higher standards of social accountability are supported through increased public engagement and transparent sharing of information, combined with strengthening the voice and capacity of rights holders.

PNG has a multi-party Westminster style of democracy and administratively there is a high level of decentralization, with recent trends towards increased financial devolution to provincial, district and local levels of government. The 2014 National Human Development Report notes that there is, "uneven governance capacity at provincial and district level across the provinces and districts." Parliament is the legislative branch of government responsible for legislation, policies and ensuring good governance in the country. The country has a functioning public service, responsible for implementing policy. The country also has an active judiciary responsible for the interpretation and

⁶ Universal Periodic Review 2016 – Papua New Guinea

⁷ *Transforming our world: the 2030 Agenda for Sustainable Development: Preamble*, 2015.

enforcement of laws, as well as the Ombudsman Commission “to ensure that all governmental bodies are responsive to the needs and aspirations of the people”⁸.

There are differences in terms of development in the provinces, districts and regions of the country, including varying levels of capacity, human resources and challenges faced. Each province has specific assets and challenges. Since 2015, each district has been tasked to formulate a development plan, ensuring it is compatible with any provincial plans.

In most countries, vital elements for accountability include a functioning and effective tax system, strong public financial management that is supported by an effective public service, and appropriate transparent accountability mechanisms. In PNG, each of these elements require strengthening. Approximately, eight-to-ten percent of people who are in the formal economy pay taxes.⁹

Bougainville

The Autonomous Region of Bougainville signed the Bougainville Peace Agreement with the Government of PNG in 2001, following the protracted Bougainville crisis that began in 1998. The Bougainville Peace Agreement was constructed upon three pillars: Autonomy, a Weapons Disposal Plan, and a Deferred Referendum. In 2005 the first election for the Autonomous Bougainville Government (ABG) took place. Since then there have been three elections, in 2007, 2010 and 2015 respectively, with President Momis elected as the Head of the ABG. In a Joint Supervisory Board meeting in 2016, the National Government and the ABG agreed on a target date of 15th June 2019 by which to hold the referendum. The UN has been requested to play a supportive role in the referendum process, including assisting with weapons disposal, strengthening public awareness and community cohesion, and strengthening the work of the parliamentarians.

⁸ The Pacific Islands Legal Information Institute, The Ombudsman Commission of Papua New Guinea, <http://webcache.googleusercontent.com/search?q=cache:HbtTNeZ0gb8J:www.paclii.org/pg/ombudsman/&num=1&hl=en&gl=uk&strip=0&vwsr=0>, accessed 9th Dec 2016.

⁹ Estimated calculation as based on Budget Book, Supplementary Budget 2016.

Outcomes

The key elements of the SDGs, People, Prosperity, Planet, Peace and Partnership, encompass a universal, transformative and integrated agenda that seeks to enable the Government to achieve its priorities, as set out in Vision 2050.

The UN has formulated four UNDAF Outcomes, which are grouped by the first four SDG key elements, with the fifth element of Partnership as a cross-cutting guiding principle:

1. People Inclusive Human Development & Equitable Services	3. Planet Sustainable management of natural resources, biodiversity conservation, strengthened climate & disaster resilience
2. Prosperity Inclusive & Sustainable Growth	4. Peace Promoting Inclusive, Governance, Justice & Peace
Partnership	

The UNDAF 2018-2022 structure enables clear division of labour, articulation of roles and responsibilities, and strong integration based on interdependent reliance. It embeds an innovative approach to partnership, increased engagement and alliance-building. At the same time, the UNDAF structure prioritizes support to the areas where the UN is best positioned to contribute to positive transformational change that over a five-year period builds a platform for achieving the SDGs by 2030.

Theory of Change

As part of the development of this UNDAF, the UN system developed a 'Theory of Change' for each of the four Outcomes, to better understand relationships between actions and reactions in the UN's development programmes, indicating where causality can and cannot be ascribed. This provides an essential tool for the formulation of results chains, since the Theory of Change describes the relationship between lower- and higher-level results that the UN is seeking to achieve. It also identifies the preconditions, risks and assumptions that lie between different levels of change. The Theory of Change explains how specific Outcomes contribute to changes at the impact level (and what those changes are) and identifies actions that are sufficient and necessary to achieve specific Outcomes. See the Theory of Change Schematics Annex III. This exercise, undertaken by the UN system, informed the design of the Outcome and Sub-Outcomes.

For each UNDAF Outcome a chapter outlines the following structure for the UN's response:

1. **Sustainable Development Goals:** lists the SDGs which correspond to the UNDAF Outcomes.
2. **Challenges:** outlines the developmental key root causes identified in the country analysis.
3. **UN Response & Rationale:** in considering the specific priorities that the UN should focus in this UNDAF period, the UN has taken into account government priorities, the UN's comparative advantage and the work of other key development partners, including Australian Department of Foreign Affairs and Trade, the European Union, Asian Development Bank, and the World Bank, among others.

People | Inclusive Human Development & Equitable Services

By 2022, people in Papua New Guinea especially the most marginalized and vulnerable have enhanced and sustained utilization of quality and equitable services, food security and social protection.

Sustainable Development Goals

- **SDG 1 – No Poverty** (End poverty in all its forms everywhere)
- **SDG 2 – Zero Hunger** (End hunger, achieve food security and improved nutrition and promote sustainable agriculture)
- **SDG 3 – Good Health and Well-Being** (Ensure healthy lives and promote well-being for all at all ages)
- **SDG 4 – Quality Education** (Ensure inclusive and quality education for all and promote lifelong learning)
- **SDG 5 – Gender Equality** (Achieve gender equality and empower all women and girls)
- **SDG 6 – Clean Water and Sanitation** (Ensure access to water and sanitation for all)
- **SDG 10 – Reduce inequality within and among countries** (Implement equity-focused programming)
- **SDG 16 – Peace, Justice and Strong Institutions** (Make strong institutions, capable of implementing key policies and reforms, and of fostering economic growth with transparency, accountability, while minimizing the risk of corruption)
- **SDG 17 – Partnerships** (Strengthen the means of implementation and revitalize the global partnership for development)

Challenges

Not all persons in PNG enjoy equitable access to social services and other aspects of human development, for there are notable disparities by location, urban or rural setting, wealth quintile, gender and ethnicity.

The Government of PNG does not have a comprehensive social protection system with broad-based social safety nets for its vulnerable populations. Some 36 percent of households in PNG are considered poor – and the Gini coefficient places PNG as one of the top 50 most unequal countries in the world in 2015. Household monetary poverty is higher in rural areas (42 percent) than urban ones (29 percent). Using the food poverty line as a proxy of extreme poverty (meaning that families do not have enough money to buy the basic food they need to consume), around 27 percent of the households in PNG can be classified as extremely poor.

Human Development

PNG remains one of the least urbanized countries in the world. PNG's urban centres have a significant number of settlements, housing shortages and poor living conditions. Key urban services and infrastructure such as roads, drainage, water networks and sanitation systems have deteriorated over the years due to poor maintenance, and the demands of a rapidly expanding population.¹⁰

¹⁰ PNG Settlement Upgrading Programme, UN-Habitat, 2014:

http://www.fukuoka.unhabitat.org/projects/papua_new_guinea/pdf/Papua_New_Guinea_29_October_2014.pdf

A population growth rate of 3.1 percent per annum, and the migration of people from rural to urban areas, exacerbates the spread of families and communities across more isolated and disparate locations, reducing access to services and markets. Rural villagers mainly live a traditional subsistence lifestyle supported by the diversity of forests, inland waters and coastal seas. With few roads and navigable rivers, many areas remain sparsely populated and isolated from government services and have limited formal employment opportunities.

Capacity gaps exist within line government agencies and subnational service providers, such as the Department of National Planning and Monitoring, and the Office of Urbanization, as well as in Local Urban Authorities, such as the National Capital District Commission, provincial governments and the Urban Local-Level Government Association. Poor housing and sanitation conditions in cities, together with service gaps in housing markets, affects incoming migrants to urban destinations. Informal urban settlements mean that many individuals and families are subject to insect-borne disease. People living in settlements are faced with a lack of essential services, and are exposed to violence and crime.

The population profile of PNG is young, with close to 40 percent under the age of 15, living predominantly in rural areas. As a result, the level of youth dependency (who are dependent on working-age adults between 15-64 years of age) remains high. Population growth impacts on development issues, with services needing to expand to maintain the level of current service delivery.

Harnessing the potential of young people poses its challenges. Inadequate school placements, limited job training opportunities, and high levels of unemployment faced by young people, can result in disengaged adolescents and youth feeling unable to participate in the development of their communities. This disengagement can lead to participation in opportunistic crimes and violence, and fuel feelings of rejection, low self-esteem, and cause mental health issues.

Basic Social and Protective Services

Barriers in the supply, demand and quality of social services seriously constrain access to, and use of, social services in PNG. The economic downturn and cuts to government spending in 2015, combined with population growth, have led to further strain on basic social services, particularly for vulnerable groups.

Comprehensive provision of medical, psychosocial and legal aid services for survivors of violence is generally very limited. A total of 17 shelters or Meri Seif Houses exist in eight out of the 22 provinces in PNG. In addition, there are only 14 Family Support Centres, which are equipped with the capacity to provide comprehensive medical care, psychosocial first aid and referral services for survivors throughout the country. As per Médecins Sans Frontières reporting in March 2016, safe houses are unregulated, private and unmonitored. None will take boys older than seven, which means mothers with older male children cannot access shelter¹¹. Capacity to lead, coordinate and deliver protection services is very limited across all sectors but more severe in the Community Development Sector. The lack of adequate financial resourcing to fully operationalize existing legal and policy framework for protection of women and children remains a significant barrier that hinders delivery of both preventive and responsive services and the realization women and children's right to protection.

PNG suffers from one of the highest burden of child and maternal mortality in the Asia-Pacific region. As per the UN Inter-Agency Group of Child Mortality Estimate, the under-five, infant and neonatal

¹¹ Return to Abuser: Gaps in Services and Failure to Protect Survivors of Family and Sexual Violence in PNG, MSF 2016: <https://www.msf.org.au/sites/default/files/attachments/msf-pngreport-def-lrsingle.pdf>

mortality rates were estimated respectively at 57, 45 and 25 per 1000 live births. The chronic low immunisation coverage is one of major contributing factors - vaccination coverage is plateaued around 60% for a decade with widening inequities between the provinces and districts with as low as 20% coverage. The UN Maternal Mortality Estimate Inter-Agency Group estimated maternal mortality rate at 215 per 100,000 live births in 2015 which is the second highest in this region. This is the only country in the Pacific region yet to eliminate maternal and neonatal tetanus.

One of the root causes of PNG's chronic poor health status is the state of the health service delivery system, which faces significant challenges: a critical shortage of a trained and experienced staff; frequent shortages of essential medicines and supplies; and a lack of sufficient management capacity within the system.

Bottlenecks resulting from the decentralization of government functions also pose obstacles to coordination and effective delivery of some services. There is a lack of a functional primary health care programme that is adequately funded and equipped to deliver essential health and nutrition services. Progress towards ending hunger has been limited in PNG, in part because the burden is left to the health sector yet stunting is a development issue. The establishment of District Development Authorities in 2015 compounds the already complex system of decentralization. The current economic downturn has resulted in a shortage of foreign currency, which has in turn affected staff recruitment, as well as the procurement and distribution of essential medicines and vaccines.

PNG is one of the 12 highest HIV and AIDS burdened countries in the Asia and Pacific region, with an estimated 40,000 people living with HIV. Since 2006 the country achieved the third highest treatment initiation rate in the Asia Pacific, but has the lowest retention rates at 12 months, and an estimated 60 percent dropout rate.¹²

The prevalence of non-communicable diseases, such as diabetes and heart disease, is also rapidly increasing. It is estimated that some 99.6 percent of the population in PNG is at moderate to high risk of acquiring non-communicable diseases, with 77.7 percent classified as high risk. PNG also has one of the highest prevalence rates of smoking in the world.¹³

Capacity gaps exist in the ability to supervise and technically understand the receipt and distribution of medical supplies. For government departments in particular, the ability to gather and manage data to reduce and accurately report on disease prevalence is vital. Additionally, the country has no trained work force with technical capacity to reverse malnutrition.

The general poor health status of the population may be attributed to the weak health system and low health financing, especially at the local levels. Around 40 percent of rural primary health care facilities, such as aid posts and health centres, are closed or partially functional, and in need of repair and supplies.

Lack of access to improved sanitation, safe drinking water, and poor hygiene practices are the primary driver of the heavy burden of communicable diseases and under-nutrition and stunting in PNG. WASH is critical in addressing maternal and newborn health, under-nutrition and stunting in children and improved school attendance and academic performance. PNG is already ranked lowest in terms of access to safe water in the world and adequate sanitation in the Pacific Region is lowest and coverage rates are declining further due to rapid population growth. In sum, in 2015, 4.58 million people lack

¹² UNAIDS, AIDS data hub, <http://www.aidsdatahub.org/Country-Profiles/Papua-New-Guinea>, accessed 9th Oct 2016

¹³ WHO, Global Youth Tobacco Survey Papua New Guinea, 2007

access to an improved water source, and 6.18 million people lacked access to an improved sanitation facility.

The root causes of issues around Water, Sanitation and Hygiene (WASH) are linked to land and water ownership. In addition, dependency on unsafe water and traditional approaches to sanitation are also significant factors.

In terms of food security and nutrition, PNG's agriculture sector continues to be the main source of food, employment and income for 85 percent of the population. Main cash crops include coco, coffee, and oil palm, while staple crops include root vegetables such sweet potato, yam, taro, Chinese taro, cassava, and Irish potato. Other staple crops also include sago, banana, sugar cane, coconut, and corn. Apart from dependency on subsistence agriculture, there is also a high dependency on imported food in urban areas. As such, the population of PNG is vulnerable to shocks in food commodity prices. The root causes of food insecurity and reduced livelihood and income generation opportunities relate to the following: dependence on subsistence agriculture, lack of irrigation and use of high yielding varieties of seeds; the limited percentage of land use for commercial agricultural purposes; a lack of coordination of market access, poor crop quality or crop management practices. The result is that the agriculture sector is in need of modernization and improved productivity.

Capacity gaps relate to the ability by authorities to translate policy into strategy and the need to address the data crisis to monitor reforestation rates, among other activities. In addition, knowledge of policies by those in authority to manage compliance and self-regulation landholders are also lacking.

In 2016, food prices have been affected by the drought and frost caused by the El Niño phenomenon. This and other natural disasters have disrupted food production and livelihoods and have often led to widespread food and water shortages, which can in turn restrict dietary diversity and exacerbate the malnutrition of vulnerable groups.

In terms of education, Early Childhood Care and Education, which focuses on the development of young children aged three to five, is not currently part of the PNG national education system. As a result of the Tuition Fee Free Education policy, the Net Enrolment Rate for primary education has improved, reaching 74 percent in 2013. However, a significant number of children, especially girls, remain out of school.

The education sector faces a myriad of challenges to providing services in line with national standards for quality, inclusion and safety. Small, remote schools serving isolated communities have severe human, material and financial resource constraints. Long distances to school, a shortage of upper secondary placements, closures due to tribal clashes, poor water and sanitation facilities, and gender-based violence affect enrolment, attendance and learning outcomes. Investment in the education sector declined from 1.9 million Kina in 2015 (12 percent of the national budget 2015) to 1.3 million in 2016 (9.2 percent of the national budget 2016), and is likely to further decline in the coming years. This will hamper the improvement of the teaching and learning environment, the building of more secondary schools, recruitment of teachers, etc. These cuts can have a severe impact on all social service delivery, threatening the achievement of the stated Outcomes.¹⁴

Human Rights and Gender

Numerous groups are at disproportionate risk of human rights deprivations and violations, including women, children, sex workers, lesbian, gay, bisexual and transgender people, people with HIV and

¹⁴ 2016 Budget Proposal (Government of Papua New Guinea, 2016b)

AIDS, people with disabilities, refugees, internally displaced people, stranded migrants and victims of trafficking, and the geographically isolated. Sexual and gender-based violence including rape, domestic violence, sorcery related atrocities and killings, most commonly affect rural women, children, and people with disabilities. The implementation of existing policies and strategies to address this phenomenon remains weak. Women and children as victims, witnesses, or offenders, face significant barriers to accessing protection services and the formal justice system. These challenges are compounded by the response of law enforcement agencies, which is often inadequate, resulting in de facto impunity for those involved in crimes and violence. Excessive use of force, torture, and extortion by the police are regularly reported, and internal mechanisms to address these violations are inadequate. Ongoing tribal conflict in some parts of the country, characterized by minimal preventive and protection mechanisms, as well as a lack of effective documentation or investigation, have caused the violation of human rights of affected people.

Challenges remain in the implementation of international commitments and the Government lacks effective coordination to comprehensively address human rights and gender equality through policy, law, and by establishing and strengthening institutions that are responsible for protecting and promoting human rights. There is also a capacity gap preventing the country from fully incorporating gender dimensions and human rights norms, including PNG's international human rights obligations, into critical national processes such as law review, development planning, and implementation of the Sustainable Development Goals.

Socially and culturally constructed norms and roles have shaped attitudes to gender, leading to unequal power relations between men and women. The UN has noted that women and girls have substantially less access to health care and education services than men and boys, and are underrepresented at all levels of decision-making. For example, in 2016, out of 111 Parliamentarians only 3 are women (2.7 percent) and out of 33 Ministers in the Cabinet, only one is female (.03 percent).

Access to affordable safe public transport remains a challenge for women, children and people with disabilities.¹⁵

UN Response & Rationale

Sub-Outcome 1.1: By 2022, Papua New Guinea's social policies, plans and budgets promote inclusive human development, and actors in the social sectors are effectively led, regulated and coordinated.

Political Leadership: The UN system advocates with the Government of PNG to uphold and protect its international commitments (embodied within human rights conventions and the 2030 Development Agenda), which promote equitable and inclusive human development. This includes ensuring a comprehensive and dynamic set of global norms, policies and standards on human rights, gender equality and women's empowerment is in place.

Planning and Programming: The UN system provides technical assistance to national authorities to ensure that plans, programmes and systems for social service delivery effectively promote social inclusion, poverty reduction, gender equality and participation of children and youth in decision-

¹⁵ Dark, E., Smith, W., and Walker, D., *Gender Violence in Papua New Guinea: the cost to business*, <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9886.pdf>, Overseas Development Institute, 2015, accessed 9th Oct 2016; Kassens, A., and van der Meulen Rodgers, Y., *Promoting Evidence-Based Policy Making for Gender Equality in Papua New Guinea: A Gender Analysis Framework for the 2009-2010 Household Income and Expenditures Survey*, (conference paper), Roanoke College, Roanoke, VA, USA, 2015.

making processes. The UN also develops and strengthens capacities of national authorities to conduct sector reviews, assess capacity gaps and conduct evidence-based planning in the social sectors.

Budgeting/Sector Financing: The UN develops the capacity of national authorities for transparent and accountable results-based budgeting, while advocating for adequate financing and efficient public finance management of the social sectors between different levels of government (national, regional, provincial, district). The UN also leverages international resources (technical, financial and material) for the delivery of health, nutrition, WASH, education, family and child protective services, food security and social protection.

Law and Policy Making: The UN system supports the Government to ensure that laws and policies are in conformity with international human rights standards. It also supports the Government to ensure that multi-sectoral gender inclusive policies are strengthened and implemented. To that end, these laws and policies need to be informed by women's voices, including that of survivors, to prevent and respond to sexual harassment and other forms of violence against women. These actors also implement and advocate for gender responsive measures that promote women's leadership and participation in politics in PNG.

Coordination: The UN system works to strengthen accountability of national actors within normative and institutional frameworks and coordination structures (such as the new WASH Programme Management Unit, the Government and Development Partners Forum on Gender, the Human Rights Forum and national coordination mechanism for treaty reporting), supporting national authorities in various areas, such as costing implementation plans, improved sector monitoring, coordination and meeting normative requirements.

Monitoring: The UN system is committed to developing capacities in the national statistical office and key line ministries, and to collecting, managing and disseminating disaggregated data, information and analysis related to the status of the population (in particular women, children, and vulnerable and marginalized groups), in line with national and SDG targets. This includes efforts to integrate pertinent indicators in national surveys, strengthen national surveillance and monitoring systems, commission studies and use strategic information for the development of appropriate responses and strategies.

Sub-Outcome 1.2: By 2022, national authorities (at central and decentralized levels) effectively manage, regulate and deliver basic social services in line with national standards and protocols.

Planning, Budgeting and Financing: The UN system supports subnational authorities to plan, budget, access and account for required resources received for the delivery of basic services at community level, particularly in disadvantaged areas and for marginalized or vulnerable groups.

Good Practice: The UN system strengthens the capacity of national authorities (at central and decentralized levels) to develop and implement new protocols, procedures and global good practices for delivery of basic social and protective services. The UN system also advocates on the international best practices to endorse and adapt for in-country roll-out such as Scaling-Up Nutrition global movement to promote multi-sectoral approach of nutrition programming.

Essential Commodities: The UN system supports the Government to improve their access, storage, distribution and overall supply chain management for the delivery of basic social services (such as vaccines, essential medicines, equipment, food and non-food items).

Human Resources: The UN system builds existing technical capacities at central and decentralized levels while advocating with national authorities to address major technical capacity gaps (including formulation of new accountabilities for delivery of essential services at various levels). The UN also

implements a variety of capacity development measures, including embedding staff in national institutions, supporting national teaching and training institutions to adapt programmes and curriculums, and introducing in-service and out-of-service trainings, scholarships, study tours, etc. The UN also supports authorities at various levels to address high vacancy rates, absenteeism, and lack of motivation etc., through closer support and supervision.

Facilities: The UN system also works with various line ministries to develop and enforce minimum standards for safe, inclusive, child-friendly and “green” facilities for the delivery of basic social services. Several actors also directly support construction and/or renovation of existing infrastructure.

Outreach: The UN works with a variety of development partners (including local authorities, non-governmental organizations, faith-based organizations and civil society organizations) to increase outreach of essential services in remote areas, for both routine services and accelerated campaigns.

Gender: The UN also works with local authorities and partners (women's, men's and other community groups) to provide international evidence-based practices to respond to and prevent sexual harassment, and other forms of violence against women in public spaces, including addressing harmful traditional practices that affect women, men, girls and boys.

Sub-Outcome 1.3: By 2022, people in Papua New Guinea, especially the most marginalized or vulnerable, increasingly demand and use basic social and protective services.

Social Contract: The UN system implements a variety of advocacy activities to increase citizens’ awareness of their rights to access social services, and supports stakeholder participation in the planning, budgeting and regulatory process for the social sectors. The UN also supports civil society participation in oversight bodies, thus strengthening the social contract between citizens, civil society, regulators and policy-makers for delivery of basic social services.

Removing Financial Barriers: The UN system advocates with national authorities to remove financial barriers that can block uptake of services. This includes advocacy for free and universal access to basic social services such as primary health care, nutrition and education, and removal of hidden fees. It also includes ensuring evidence-based and equitable access to social protection schemes and services that can support the most disadvantaged.

Awareness of Services: The UN system also works with national authorities, civil society and a range of community-based and faith-based organizations to increase awareness of the importance of basic social services for girls and boys, men and women. This includes good health and hygiene seeking behaviour; proper nutrition and feeding practices; adequate education and skills training; and access to family and child protective services, etc.

Addressing Harmful Practices: The UN system works together to address the challenge of changing behaviours such as violence and exploitation of women, girls and boys in public and private spheres. Although changing intergenerational cycles of violence is challenging, raising awareness of the negative impacts of violence is critical to change.

Prosperity | Inclusive & Sustainable Growth

By 2022, all people in Papua New Guinea, including marginalized and vulnerable populations, benefit from shared prosperity and contribute to growth and development that is equitable, inclusive and sustainable.

Sustainable Development Goal

- **SDG 2 – Zero Hunger** (End hunger, achieve food security and improved nutrition and promote sustainable agriculture)
- **SDG 8 – Decent Work and Economic Growth** (Promote inclusive and sustainable economic growth, employment and decent work for all)
- **SDG 9 – Industry, Innovation and Infrastructure** (Build resilient infrastructure, promote sustainable industrialization and foster innovation)
- **SDG 10 – Reduced Inequalities** (Reduce inequality within and among countries)
- **SDG 11 – Sustainable Cities and Communities** (Make cities inclusive, safe, resilient and sustainable)
- **SDG 16 – Peace, Justice and Strong Institutions** (Make strong institutions, capable of implementing key policies and reforms, and of fostering economic growth with transparency, accountability, while minimizing the risk of corruption)
- **SDG 17 – Partnerships** (Strengthen the means of implementation and revitalize the global partnership for development)

Challenges

Economic Growth

Despite the fact that its economy is the largest for the Pacific region, PNG has the second smallest gross national per capita income in the region, underlining the fact that its human capital remains largely untapped.¹⁶ Economic indicators underline the fragility of the economy, with the agricultural sector primarily rain-fed and vulnerable to the impacts of climate change and natural disasters, and the extractive industries vulnerable to global commodity price fluctuations.

U.S. Dollar shortages at commercial banks have persisted since 2015, creating a backlog of exchange requests. The weakening of the Kina against other international currencies, notably the American and Australian Dollar, contributes to high domestic prices of imported goods and services. This can make investments more expensive and can deter private investors from starting new projects or expanding existing operations.

The private sector is a key driver of economic development and growth. However, PNG was ranked 145 out of 189 countries in the 2016 World Bank 'Ease of Doing Business' index. To diversify the economy and increase employment and small-business opportunities, significant attention is needed to reduce business costs.¹⁷

The absence of modern domestic laws governing key areas of commerce and trade is a major factor affecting the confidence of investors in PNG, and thereby economic and social development in the country. Limited efforts to pursue commercial law reforms have added to the difficulty in doing business, while access to justice, enforcement of rules, and a legal environment for trade facilitation that encourages investment is lacking.

Financial inclusion and access to financial services remains a challenge in many parts of the country. Bank branches and agents are disproportionately distributed. There is a lack of information on the

¹⁶ Asian Development Bank, 2016.

¹⁷ Cornish, M. *et al.*, *PNG Survey of Recent Development*, Australian National University, 2015.

estimated 90 percent of Papua New Guineans who do not have access to banking, while poor roads and physical infrastructure make the collection of accurate market data costly. As a result, it has been difficult to understand how to design products that meet the needs of a low-income population.

Agriculture and Subsistence Agriculture

Although agriculture provides the main livelihood for 85 percent of the population, PNG has yet to harness its full potential, particularly in exploring agro-industries, as well as market opportunities for rural smallholder farmers.¹⁸ The Government estimates that 30 percent of PNG's land has moderate to very high agricultural potential, but less than four percent is used for commercial agricultural production, due to rugged terrain and mountain ranges, long dry seasons, high rainfall and excessive cloud cover. These challenges are particularly formidable in PNG given the vast geographic size, low population density, limited infrastructure connectivity, low formal education levels, and concerns surrounding public safety and security.

Furthermore, PNG's wage employment patterns by industry and occupation reveal relatively more clustering of men in construction, manufacturing, and skilled work, and relatively more women in retail, social services, and unskilled work. PNG is one of the few countries in this region suffering from the double burden of malnutrition with almost half of under-five children stunted, some 16% are wasted and 13.8% are overweight. This is considered to be a silent emergency both on humanitarian and development fronts with its high rate of wasting, a major cause of child mortality, and high burden of stunting, an irreversible damage for cognitive development.¹⁹

Capacity gaps relate to the following: the ability to translate policy into strategy; knowledge of policies to manage compliance (from those in authority) and self-regulation (from landholders); and the need to address the data crisis to monitor reforestation rates, among other activities.

Poverty

Poverty reduction is given a relatively low priority by decision makers, in part because of the land ownership patterns and the 'wantok' system in the country; additional resources will need to be assigned to the implementation of PNG's National Population Policy 2015-2024.

"The poorest people in PNG live in places that have a number of attributes in common at least one severe environmental constraint (annual flooding, steep slopes, high rainfall, poor soils, high altitude or high cloud cover); or are on a small offshore island; or are isolated by sea; or have no road connection and as a result have very poor access to markets or services; or lie across the borders of two provinces so that no province or district administration takes responsibility for them; and they have very few well educated people in positions of influence to argue on their behalf, or in wage earning positions to send remittances home."²⁰

Where a person lives in PNG is an important factor influencing whether they are likely to be 'poor'. Poverty is strongly associated with isolation and poor quality environments. Indications reveal that 'income poverty' in PNG is deeply entrenched; a pattern that has not changed significantly over the past 40 years, suggesting the situation will be difficult to alleviate.

The deaths of children in the family, low adult literacy, low school enrolment, long distances to walk from home to the nearest primary school, low rates of immunization, few household assets, and constant threat of insect-borne disease due to 'basic bush housing' are the factors determining

¹⁸ Department of National Planning and Monitoring, March 2010, pp.10, 36, 50, 19.

¹⁹ National Statistical Office, *Household Income and Expenditure Survey 2009-2010*, 2013.

²⁰ *ibid.*

whether a household is categorized as experiencing 'extreme poverty'.²¹ The impact of low incomes and lack of formal employment opportunities, nutrition, and health care, is affecting the population's productivity and life expectancy.

Unemployment and Under-employment

PNG's male and female labour force participation rates are largely equal at 74.2 percent and 71.6 percent respectively. Despite this apparent parity in labour force participation, female labour is concentrated in informal and subsistence work that is predominantly rural-based. The National Agriculture Development Plan recognizes the role of women in agriculture, as women produce over 80 percent of PNG's food and undertake 60-70 percent of work in crop production.²²

The current education system and school completion rates are insufficient in ensuring that the future labour force will be equipped to thrive in a modern market economy. Youth comprises 58 percent of the population, but youth unemployment is about three times higher than that of the general population. The low absorption of school leavers (about 80,000 people per year) into the formal employment sector, and chronic un- and under- employment of young people, underlines the challenges of creating economic income generation and livelihood opportunities for the increasing numbers coming onto the labour market, and for those already out of work. Unemployment also contributes to the challenges facing law and order, increasing levels of crime and violence, and disproportionately high costs for security protection.²³

UN Response & Rationale

Sub-Outcome 2.1: By 2022, Papua New Guinea has a strong legislative framework, credible enforcement mechanisms and governance structures at all levels, enabling diversified economic growth.

Creating an enabling environment that builds confidence in law and order is a primary necessity for local and foreign investments to facilitate inclusive and sustainable economic growth. This will require the UN to support the PNG Government to work towards ensuring a strong legislative framework, and to implement enforcement mechanisms at all levels, with accountable public officers, to minimize corruption and mismanagement.

Accountable, transparent financial management and enhanced public institutions performance at national and subnational levels can be achieved through an active government that has improved capacity to expand the system for revenue, tax collections and distributions, and through strong partnership that supports the implementation of policies and regulations. Effective governance requires that public institutions at all levels be inclusive, participatory and accountable to all citizens.

The UN rationale under Prosperity is to work directly with policy makers and financial system regulators to embed principles of sustainability and inclusiveness through the application of StaRS. The UN will continue to work closely with the region's regulators as they craft regulatory frameworks that enable financial service innovation, particularly in the area of digital financial services and micro insurance.

²¹ Burton, J., *Measuring Mining Industry Performance On Social Development And Poverty Reduction In Papua New Guinea: Do Mines Assist National Progress On The Millennium Development Goals?* Pacific Social Mapping Ltd., Canberra, 2015, p.20.

²² International Labour Organization (ILO), *Situational Analysis of Employment Policies in Papua New Guinea*, 2012.

²³ International Labour Organization (ILO), *Decent Work Country Programme*, 2013-2015.

Sub-Outcome 2.2: By 2022, Papua New Guineans have increased access to and utilization of financial services and markets with enhanced opportunities to participate in the labour market contributing to equitable and sustainable inclusive growth.

The UN's response under the Prosperity component of the UNDAF 2018-2022 is focused on ensuring that more people enter the formal economy, and on expanding access to informal markets. To move the financial inclusion agenda forward in PNG, broader partnership among government entities, regulators, financial institutions, and non-financial institutions should be firmly established and resources should be allocated. An enabling environment for economic growth is needed for the free, active and competitive development of small and medium enterprises.

Developing functional and inclusive financial systems involves strengthening the financial competencies of clients so that they can better leverage business and financial access into opportunities to improve their livelihoods. The UN response includes provision of support through financial literacy and education campaigns with national school systems, financial service providers, and empowerment programmes. Working with the regulator, the Bank of PNG is one way that the UN will support policy makers and service providers in the development of consumer protection regimes.

Sub-Outcome 2.3: By 2022, Papua New Guineans participate in formal and informal income generation and have increased capacity to contribute to inclusive national growth.

To address poverty, and ultimately lead to the empowerment of the people of PNG, the UN can further support the Government through technical expertise, capacity development and institutional strengthening, and enhanced Monitoring and Evaluation at all levels in the implementation of key policies, such as the National Population Policy 2015 - 2024. As PNG attempts to move away from its over-reliance on the extractive industries, which are subject to volatile commodity prices, more of its citizens look to the formal sector for employment. The UN will work to ensure that those making the transition are provided with the skills, basic education and literacy to positively contribute to national growth. In addition, those who choose to remain in the informal sector, especially from the rural sector where a high proportion of people fall under the poverty line, the UN will support interventions aimed at increasing and diversifying livelihoods, and income generation that will make these demographics less vulnerable to external shocks.

Planet | Sustainable management of natural resources, biodiversity conservation, strengthened climate & disaster resilience

By 2022, Papua New Guinea demonstrates improved performance in managing environmental resources and risks emanating from climate change and disasters.

Sustainable Development Goals

- **SDG 2 – Zero Hunger** (End hunger, achieve food security and improved nutrition and promote sustainable agriculture)
- **SDG 4 – Quality Education** (Ensure inclusive and quality education for all and promote lifelong learning)
- **SDG 7 – Affordable and Clean Energy** (Ensure access to affordable, reliable, sustainable and modern energy for all)
- **SDG 11 – Make cities inclusive, safe, resilient and sustainable**
- **SDG 12 – Responsible Consumption and Production** (Ensure sustainable consumption and production patterns)
- **SDG 13 – Climate Action** (Take urgent action to combat climate change and its impacts)
- **SDG 14 – Life Below Water** (Conserve and sustainably use the oceans, seas and marine resources)
- **SDG 15 – Life on Land** (Sustainably manage forests, combat desertification, halt and reverse land degradation, halt biodiversity loss)
- **SDG 16 – Peace, Justice and Strong Institutions** (Make strong institutions, capable of implementing key policies and reforms, and of fostering economic growth with transparency, accountability, while minimizing the risk of corruption)
- **SDG 17 – Partnerships** (Strengthen the means of implementation and revitalize the global partnership for development)

Challenges

PNG has reiterated its commitment to address challenges to improve environmental protection and conservation, mitigate the effects of climate change, and respond effectively to natural and human induced disasters. This includes adoption of StaRS, the Protected Areas Policy (2014), the Climate Change Policy (2014), the Climate Change Management Act (2015), a draft Protected Areas Bill (2016), a draft National Energy Policy, as well as preparatory analysis to review and revise the national Disaster Risk Management Framework and establish a national *Reduced emissions from deforestation and forest degradation, conservation of existing forest carbon stocks, sustainable forest management and enhancement of forest carbon stocks* (REDD+) mechanism.

Clearly, PNG has relatively strong policy and legal frameworks that include institutional arrangements with appropriate sectoral plans and strategies at national and subnational levels. However, with the growing role of corporate actors in extractive industries, it is important for the Government to ensure that human rights are respected and that any adverse human rights' impacts are avoided or addressed. Experience has shown that enforcement and implementation of monitoring and surveillance systems to ensure compliance and adherence to PNG's laws, policies and international standards remains a challenge. These challenges relate to limited capacities, insufficient financial resources and ineffective coordination. The technologies required for climate forecasting and early warning systems essential to prepare for, respond to, and manage disasters are limited or absent. Critical data to plan and manage biodiversity conservation, promote clean and affordable energy, address climate change effects and disaster impacts, as well as to develop opportunities through reducing emissions from deforestation and forest degradation, are either scattered, absent and/or outdated.

Environmental Protection and Conservation

In terms of biodiversity conservation, PNG's protected areas network is not extensive. At four percent of the country, across 53 protected areas, the majority of which are wildlife management areas, PNG's protected area network is limited in terms of effectiveness, with very low levels of active management²⁴ and significant evidence of infringement.²⁵ This is due to limited government capacity to develop and enforce protected areas, as well as challenges in the designation of protected areas within customary land areas.

The exploitation of natural resources holds potential for revenue generation for communities that lack sufficient employment and livelihood opportunities, particularly in rural areas. However, given the absence of well-regulated commercial, manufacturing and employment sectors, the PNG Government is heavily reliant on taxes and royalties from the exploitation of natural resources as a principle source of revenue.

High population growth has increased the per capita consumption of natural resources. This is paired with a general misconception that natural resources are infinite, which in turn exacerbates the pace of exploitation of these natural resources. The logging industry has been identified as the main source of widespread overexploitation of forests, impacting the species dependent on the forests. Some estimates predict that, at current rates of logging, 83 percent of the commercially accessible forests in PNG will be depleted by 2021.²⁶ Harvesting for fuelwood is another contributing factor to forest damage, with annual fuelwood use in PNG estimated at 3.4 million m³.

Climate Change Mitigation

The current Land Use, Land-Use Change and Forestry emissions are estimated at 80–97 metric tonnes of carbon dioxide emissions per annum, contributing to 95 percent of PNG's greenhouse gas emissions. This is mainly due to deforestation and forest degradation, timber extraction, smallholder agriculture (expansion into forest and shortening of rotation cycle) and commercial agriculture (especially palm oil plantations). Under a 'business-as-usual' scenario, these will continue to represent the bulk of the country's emissions by 2030, despite representing less than 20 percent of the total economic value.

The greenhouse gas emissions from non-energy and forestry sources make up the remaining five percent of PNG's greenhouse gas emissions and are expected to increase from 2.5–3.5 metric tonnes of carbon dioxide emissions in 2010 to 10–14 metric tonnes by 2030. These emissions include:

- The Energy sector – Total greenhouse gas emissions are projected to increase significantly from 0.3–0.5 to 1.4–2.0 metric tonnes of carbon dioxide emissions in 2030, mainly due to the country's expected economic growth.
- The Transportation sector – Total greenhouse gas emissions are expected to increase from 1.6–2.4 to 3.3–4.5 metric tonnes of carbon dioxide emissions by 2030, mainly due to increasing wealth, population growth and ongoing road construction and rehabilitation.
- The Oil and Gas sector – Total greenhouse gas emissions are forecast to increase from 0.4–0.6 to 5.3–7.5 metric tonnes of carbon dioxide emissions by 2030, mainly due to the liquefied

²⁴ The Government of PNG, Fourth National Report to the CBD, 2010, shows that close to 85% of protected areas are wildlife management areas. It notes a number of reviews that indicate that most protected areas have 'limited or no' management structure in place.

²⁵ Greenpeace, *Up for Grabs*, 2012, notes that 12 protected areas have overlaying logging concessions and that 130,000 ha of protected areas (of just under 2m) now have overlaying SABL designations.

²⁶ Sherman P., and Bryan J., *The State of the Forests of Papua New Guinea 2014: Measuring change over the period 2002-2014*, University of Papua New Guinea, 2014.

natural gas facility operations that involve among others, the upstream production process and gas flaring.

- Other sectors such as agriculture (direct emissions, excluding land use change), industry and buildings, collectively accounts for less than one percent of the country's total greenhouse gas emissions). However, this is projected to grow in the future in light of the increasing growth rate of population and development in the country, which is complemented by the production and sale of the country's liquefied natural gas.

Access to reliable energy continues to be one of the critical development issues facing PNG. According to data, in 2012, only 18.1 percent of the population has access to electricity.²⁷ Lack of access to affordable and reliable electricity limits private sector development and economic growth in PNG. It is estimated that over 85 percent of PNG's total population, predominantly in rural areas, has little or no access to an adequate energy supply from the grid supply provided by the Government. Unreliable electricity supply constrains income-generating activities and has severe environmental consequences (e.g. forest destruction, food insecurity), as many rural populations burn conventional biomass and fossil fuels to meet their energy needs. Grid-connected power is largely restricted to the main urban areas. Power outages are common, and at times demand exceeds generation capacity. Low investment in maintaining generation, transmission, and distribution of assets can contribute to the frequent power shortages and ultimately lead to higher social and economic costs borne by the country.²⁸

Climate Change Adaptation and Disaster Risk Management

PNG is exposed to a range of natural hazards -- cyclones, floods, landslides, droughts, frost, earthquakes, tsunamis, king tides, volcanoes and seasonal fires. PNG ranks closely behind the Philippines, Indonesia, and Vanuatu in having the highest percentage of population exposed to severe volcanic risk.²⁹ Over 80 percent of the country's population is susceptible to extremes of climate related to the El Niño Southern Oscillation.

Climate change is expected to further exacerbate the risk of natural hazards by causing extreme weather events more frequently. According to the Pacific Climate Change Science Programme Country Report for PNG, throughout the 21st Century PNG will face the following impacts of climate change: high probability of increased annual and seasonal rainfall, and intense and frequent days of extreme rainfall; reduced incidence of drought; tropical cyclone numbers to decline; ocean acidification to continue; and mean sea level rise to continue. Acidification and sea level rise present particular risks to communities in coastal areas, both with regard to the impact of climatic variability on their personal safety, and on the availability of fish caught, as well as with regard to the threat posed to coral reef ecosystems, and on the availability of fish caught, as well as on other natural resources drawn from the sea. Temperature rises will also result in increased vector borne diseases. Malaria and dengue fever could become endemic in higher altitudes which are currently malaria free.

The root causes of the negative impacts of climate variability include: the lack of awareness of disaster management regulators and legislative frameworks at sub-provincial and local levels; limited coordination between disaster risk management and climate change adaptation agencies; limited institutional capacity and fiscal resources allocated to planning and design of risk informed

²⁷ The World Bank, 2016.

²⁸ Asian Development Bank, 2014.

²⁹ The World Bank, *Reducing the Risk of Disasters and Climate Variability in the Pacific Islands: Papua New Guinea Country Assessment*, 2009.

investment; lack of available historical natural hazard data, which hinders assessment of risks; and sea level rise, climate change, extreme weather events, and food and water insecurity.

Despite the Government's efforts to provide early warning to communities through various awareness and advocacy channels, including mass media, the negative impacts of disasters clearly manifest in the limited preparedness measures at the subnational level, specifically at the community and household levels. Capacity gaps exist in the collection, utilization and management of data, as well as logistical and coordination capacities, and in the ability to apply technical knowledge. While mitigation strategies and practices related to Climate Change Adaptation/Mitigation, Disaster Risk Reduction/Mitigation and Environmental Resource Management are already in place in most communities, local-level data on threats is limited. Disaster Risk Management capacities at the provincial and sub-provincial levels are extremely varied across PNG.

This 'response oriented' practice, in which efforts and existing resources are mainly directed towards disaster response, as well as the absence of hazard and risk assessment data that is gender disaggregated, hinders any efforts to properly mainstream longer-term disaster risk reduction into development planning, programming, and budgeting at the national, provincial and local levels.

UN Response & Rationale

Sub-Outcome 3.1: By 2022, Papua New Guinea has strengthened legislative and policy frameworks with institutional support for natural resources management, including climate change mitigation, adaptation and disaster risk reduction.

The UN will scale-up its support to the Government to strengthen the efficiency and effectiveness of PNG's Protected Areas Network by expanding conservation areas to ensure better habitat representation and establishing sustainable financing mechanisms for protected areas.

PNG has been at the centre of advocating development opportunities for rainforest countries both internationally, and through developing and testing approaches domestically, to potentially benefit from a financial mechanism linked to reducing greenhouse gas from the forest sector under the United Nations Framework Convention on Climate Change. As such, the UN will prioritize its efforts on REDD+ to guide decision-making in the development of a National Strategy and its subsequent implementation. This vision should be based on the nature of the country's forests and be grounded in national development goals and objectives on the following principles:

- REDD+ should be a **catalyst for transformational change** – REDD+ finance and technical support will strengthen existing efforts towards a transformational change within the forest and land-use sectors to a new 'business-as-usual' focused on long-term sustainable use for sustainable forest resources.
- REDD+ should focus on **community engagement in land use decision-making** – customary landowners are central to land and forest management and need to be supported, through both provision of livelihood options and information on different land uses, to make informed decisions on land management.
- REDD+ should focus on **equality** – REDD+ actions should help strengthen the rural economy and the economic opportunities of communities.
- REDD+ should focus on **livelihood security** – REDD+ actions should help to safeguard communities from environmental and economic shocks.

- REDD+ should focus on **sustainability** – REDD+ actions should help to ensure the sustainable use of resources and the safeguarding of the environment for future generations.

Similarly, for issues of energy supply and energy efficiency, the UN will prioritize policy, planning, and institutional development for renewable energy and energy efficiency in PNG. In doing so, the UN will adopt evidence-based policy reform, inclusive of gender mainstreaming and female empowerment, based on demo interventions at the community level. To address and manage risks from climate change and disasters, the UN aims to:

- i) develop a national Disaster Risk Management framework based on the Sendai Framework for Disaster Risk Reduction, while adopting an inclusive, participatory and gender-sensitive approach to its development;
- ii) mainstream climate change adaptation and disaster risk reduction into development strategies and plans, as well as in the budgeting and planning processes of sectoral departments; and
- iii) conduct multi-hazard gender-sensitive risk assessments in most disaster-prone provinces of the country to inform longer-term risk reduction planning at the provincial and national levels.

Sub-Outcome 3.2: By 2022, Papua New Guinea has enhanced capacity to address climate and disaster risks, deliver clean and affordable energy, improve management and conservation of forest and marine ecosystems.

PNG's strategic Institutional Change Management will be supported by the UN through a capacity development response that strengthens institutional capacity and performance on biodiversity conservation, sustainable forest management and opportunities under REDD+, energy access advocacy, and climate related gender-sensitive risk assessments and awareness raising. These are paramount for establishment and enforcement of transparency and accountability mechanisms pertaining to biodiversity conservation, climate change adaptation, mitigation, and disasters. Strong partnership with the relevant government agencies at national and subnational levels will be required, as well as with the private sector, civil society organization and donors.

Sub-Outcome 3.3: By 2022, people, particularly marginalized and vulnerable, are empowered to manage climatic risks, develop community resilience and generate development opportunities from protection of land, forests and marine resources.

The UN will advocate a holistic approach to empower local communities in climate change adaptation in the following ways:

- i) By promoting an inclusive, gender-sensitive and participatory approach that ensures informed decision-making on resource management, including land use activities. This will aim to engage communities to achieve improved sustainable livelihoods and attain improved socio-economic development through biodiversity conservation interventions.
- ii) By advocating for the integration of the UN Guiding Principles for Business and Human Rights into national laws, policy and regulatory frameworks.
- iii) By piloting community-managed renewable energy mini-grid systems and township centre energy efficiency programmes, for equitable and inclusive energy supply in both urban and rural areas of the country.
- iv) By providing support to vulnerable communities for them to be able to plan, prepare for, respond and adapt to climate change risks. This includes support for post-disaster responses to accelerate rebuilding in the post-disaster period; and focusing on recovery programmes and projects that are inclusive of, and accountable to, the most vulnerable and affected groups, as well as including special gender-focused measures.

By 2022, Government and non-governmental institutions demonstrate improved transparency, accountability, delivery of justice and promotion of peace and security.

Sustainable Development Goal

SDG 5 – Gender Equality (Achieve gender equality and empower all women and girls)

SDG 8 – Decent Work and Economic Growth (Promote inclusive and sustainable economic growth, employment and decent work for all)

SDG 16 – Peace, Justice and Strong Institutions (Promote just, peaceful and inclusive societies)

SDG 17 – Partnerships (Strengthen the means of implementation and revitalize the global partnership for development)

Challenges

Crime and Violence

Levels of crime and violence, including tribal conflict, in PNG are high and have remained consistently so for over a decade. All forms of violence are also prevalent, and affect both females and males. Crime and violence are driven, in part, by recent social and economic changes, which have created disputes that are less amenable to management by traditional means. In particular, violence in PNG can be understood, at least partly, as a result of the inability of both customary and formal institutions to manage the stresses that have come with rapid economic growth, poverty, increasing migration, and other factors.³⁰

Women and children endure high levels of physical and sexual violence, with rates of abuse estimated to be some of the highest in the world outside a conflict zone.³¹ It is estimated that about five percent of all cases of crimes against children in PNG result in a criminal conviction in a court of law.³² In some communities and villages, an absence of police services leaves the window of opportunity for children and women to be abused. It is estimated that between ten and 20 percent of women and child survivors of violence have access to the formal court system in PNG.³³

Rule of Law, Security Sector

The police to population ratio in PNG was estimated at 1:1,317 in the 2009 PNG Constabulary Policy Submission, substantially below the UN recommended ratio of 1:450. While the Royal PNG Constabulary demonstrates capacity in successfully undertaking routine criminal investigations and apprehending suspects, prosecutions often fail for lack of adequate evidence and preparation. Lengthy delays in the processing of court cases has resulted in large numbers of detainees on remand awaiting court hearings, while mass escapes from the country's prison system are a regular occurrence. The Royal PNG Constabulary demonstrates insufficient capacity in documenting, investigating and prosecuting tribal related violence, which oftentimes results in loss of life and property.

³⁰ Centre for Excellence in Disaster Management & Humanitarian Assistance, *The Papua New Guinea Disaster Management Reference Handbook*, 2016, p.30.

³¹ Médecins Sans Frontières, *Return to Abuser: Gaps in Services and a Failure to Protect Survivors of Family and Sexual Violence in Papua New Guinea*, 2016.

³² UNICEF Situation Analysis for Women and Children, 2016.

³³ UNICEF Situation Analysis for Women and Children, 2016.

Violence in relation to elections has also been a problem in ensuring that elections are free and fair. As disputed results are a feature of national elections, they also increase the risk of instability.

The Government has made notable progress in establishing a range of core responsive protection services, such as Family Support Centres, Police Family Sexual Violence Units and Police Sexual Offence Squads. However, implementation including quality, coverage and utilization of these services, remains low.³⁴ As of March 2016, only seven out of the 16 Family Support Centres across the country are fully functional, with the remaining nine centres offering varying degrees of service. Not all provinces have centres, and most of the fully functioning ones are located at major referral hospitals. The country also has a history of inter-communal violence and tribal conflicts, often triggered by land disputes or political rivalries.³⁵

Politics and the Economy

The challenge of implementation and service delivery across a diverse population and a highly decentralized governing structure is compounded by PNG's socio-political fragmentation. Tensions exist between central and local governments, and between formal and informal institutions. Policy can at times struggle to lead to implementation. There exists a complex dilemma presented by the disparity between an advanced extractives sector that generates revenue for the Government but not much employment, and a highly-underdeveloped agriculture sector that is the country's main employer, but is unable to support the population engaged in it to rise above subsistence.

Systems of accountability and governance are fragmented and require strengthening in some parts, which has implications on overall stability. Decentralization relies on a one-size-fits-all approach, and has not ensured delivery of quality services and state resources at the subnational level. The community and clan represent a real and powerful civil society, organized in an autonomous sphere. Grassroots civil society in PNG is divided into two levels: 1) the clan level, which abides by its own structures, operating and expression modes; and 2) a second level, which includes isolated individuals who form groups, but whose legitimacy, representativeness and abilities are challenged.³⁶

PNG's political party system is led by powerful individuals, and notably few women running as candidates, due to historical perceptions of gender. There are at present only three women in parliament. Prior to the 2012 election, only four women had ever held seats in parliament. The 2012 Commonwealth election observation report stated: "The current system does not adequately fulfil women's right to equality in the political sphere."³⁷ Personal allegiances and promises of political power have at times played a more substantive role than ideological or strategic political discourse. The electoral system allows members to be elected with small pluralities, and the socio-political dynamics within any given constituency are largely clan-based. Furthermore, ongoing changes of government ministers has led to an uneven policy environment. It has disrupted the flow of funds from agreed priority programmes, causing programme resources to be reduced or put on hold, and schools and health facilities to be closed.

Governance and Decentralization

Recent trends towards a high level of decentralization in PNG have increased financial devolution to provincial, district and local levels of government. Central Government policy making and fiscal control

³⁴ UNICEF Situation Analysis for Women and Children, 2016.

³⁵ Kok, F., *Papua New Guinea: invisible and neglected protracted displacement*, The Internal Displacement Monitoring Centre, 2014, accessed 12th Oct 2016.

³⁶ Moita, Madalena, Imbum, Ben, and Maurice, Timothee, *Mapping of NSAs in Papua New Guinea*, 2011, p.49.

³⁷ Commonwealth Secretariat, Report of the Commonwealth Observer Group, *Papua New Guinea National Elections*, June-July 2012, p.15.

remains relatively strong. However, capacity constraints among both line government agencies and the sub-national government service providers, has led to inefficiencies in the public service, including corruption.³⁸ The key challenge is the need to strengthen tax collection and public financial management.

A 2016 UNICEF Situation Analysis of Women and Children in PNG³⁹ found that PNG lacked three essential factors for effective service delivery in a decentralized system: i) a lack of popular participation by people in development; ii) officials not trained to perform their duties at the local level; and iii) lack of a functioning governance system with clear roles, responsibilities and accountabilities, monitoring systems to track performance, as well as management and use of funds. There is a significant gap between general political and administrative aspirations on the one hand, and the ability to go beyond the design phase and into implementation of policies.

Oversight Mechanism for Corruption and Human Rights Violations

Corruption is one of the major contributors of poor service delivery. One element of anti-corruption that has been underdeveloped in PNG is the participation of civil society and the public in identifying and reporting both corruption and human rights violations. There is a lack of systematic human rights monitoring, reporting, and advocacy by civil society. There is also a need for ensuring that space is available for a broad spectrum of civil society, including the media. Most citizens do not know where and how to denounce corruption, and fear negative repercussions, including often violent retribution. The Office of the Public Solicitor is over-stretched with cases and pro-bono legal assistance is extremely limited. Weak law enforcement and cultural norms contribute to corruption. The lack of legislation for the protection of witnesses and victims has meant an unwillingness to come forward and hold perpetrators accountable. Further progress is reliant upon reduction in the level of criminal activity, household violence, tribal conflict and land disputes.

A lack of understanding of human rights exists among many law enforcement and frontline officials, further exacerbating the situation. Capacity to identify victims, or lack thereof, in turn often translates into charging victims for offences they had no control over, such as prostitution and illegal entry. PNG's large scale industries have been identified as potential hotspots for labour exploitation due to their remoteness and general lack of oversight. The porous land border between PNG and Indonesia, as well as on the Bougainville side, has also increased potential for human smuggling and the possibility of irregular migrants finding themselves in an exploitative state. A lack of personnel, border crossings, and infrastructure further encourages such practices, and with no formal systems to protect these vulnerable populations, the Government passes the duty of care to international organizations, with a focus on immediate needs.

The prevalence of sexual violence has been identified as a national issue affecting women and children in both rural and urban areas, a high proportion of which is alcohol related.⁴⁰ Women and children as victims, witnesses, or offenders, face significant barriers to accessing protection services and the formal justice system. Many of these cases are still viewed as family matters to be dealt with in the home. Violence against girl children is widespread, with young girls particularly vulnerable to sexual violence within the home and in school. Girls in tribal areas are most vulnerable to trafficking and commercial sexual exploitation, and in urban areas children from poorer families are at risk of being prostituted by their parents.

³⁸ National Human Development Report, *From Wealth to Wellbeing: Translating Resource Revenue into Sustainable Human Development*, 2014.

³⁹ UNICEF Situation Analysis of Women and Children in PNG, 2016.

⁴⁰ Asian Development Bank, *Papua New Guinea Country Gender Assessment 2011-2012*, 2012, p.15.

Although the Lukautim Pikinini Act 2015 sets 18 as the legal age of marriage for boys and girls, customary and traditional practices permit the marriage of girls as young as ten or 12 years, and early marriage is common. High rates of child marriage, as well as limited access to contraception, contribute to PNG's overall high rate of fertility, and infant and maternal mortality rates. Child marriage and early pregnancy are barriers to girls' access to education.

Civil society also lacks effective systematic human rights monitoring, reporting, and advocacy. The establishment of a human rights commission, an important oversight mechanism, has remained a priority government agenda for several years and is yet to materialize.

Legislation and Public Policies

Experience has shown that enforcement and implementation of monitoring and surveillance systems to ensure compliance and adherence to PNG's laws and policies remains a challenge. These challenges relate to limited capacities, insufficient financial resources and ineffective coordination.

The recently launched StaRS aims to provide an overall umbrella for implementation of national plans, policies and strategies. National priorities for "green" development are set out by the Department of National Planning and Monitoring with the 2014 StaRS aimed at, "redefining the development road map by prescribing a growth strategy that is built on the principles of green growth and sustainable development."⁴¹ StaRS is complemented by the 2015 Development Cooperation Policy which, "aims to provide a policy framework to effectively guide the PNG Government in mobilizing, coordinating, managing and delivering development cooperation resources to contribute towards implementing overarching, sector and subnational development strategies and plans."⁴² The 2016 Planning and Monitoring Responsibility Act links the planning process to annual national budgets through the Medium-Term Development Plans and, "establishes the National Planning Framework, the National Service Delivery Framework and the Medium-Term Development Plans Monitoring and Evaluation Framework."⁴³ It is a challenge for the Government to ensure that key overarching policies such as StaRS are mainstreamed across national departments and at provincial, district and local levels.

The Autonomous Region of Bougainville

The Autonomous Region of Bougainville is an autonomous region within the state of PNG, with its own government as well as representatives at the National Parliament. Following a civil conflict that lasted almost ten years the PNG National Government and the Bougainville actors signed the Bougainville Peace Agreement in 2001. A Peace and Development Analysis⁴⁴ conducted between 2013 and 2014 identified the following current conflict factors: (i) resistance to 'Outsiders' because of a perceived threat to Bougainville resources, culture and identity; (ii) unequal distribution of benefits and costs from the Panguna mine and from other natural resources; (iii) internal (communal) jealousies and disputes over land and other resources, which do not have easily accessible non-monetized means of resolution; and (iv) leadership rivalries and divisions.

⁴¹ Department of National Planning and Monitoring, *National Strategy for Responsible Sustainable Development for Papua New Guinea (StaRS) – 2nd Edition*, 2014.

⁴² Department of National Planning and Monitoring, *2015 Papua New Guinea Development Cooperation Policy*, 2016.

⁴³ Department of National Planning and Monitoring, *Papua New Guinea Medium-Term Development Plan 2016-2017*, 2015.

⁴⁴ UNDP and InterPeace, *Peace and Development Analysis*, 2014.

In addition, the Peace and Development Analysis identified the following potential contributory factors that could fuel rivalries and conflicts: (i) poor management by those in authority to resolve disputes and disagreements; (ii) a general feeling of insecurity in some parts of Bougainville, often associated with the presence of weapons; (iii) weakened traditions, norms and values and irreversible cultural change; (iv) lack of accurate, relevant and trusted information sources and a practice of reasoning amongst much of the population; and (v) scepticism and distrust of those in leadership positions. Overall, the Peace and Development Analysis found there is limited public awareness and thinking about possible risk scenarios related to the referendum, and how to prevent and proactively manage these risks. In addition, there is the need to ensure 'development' is not disconnected from 'peace' and 'security'.

UN Response & Rationale

Sub-Outcome 4.1: By 2022, government agencies and non-government organizations working on good governance, peace and security have capacity and leadership to undertake measures to combat corruption, prevent violence and provide access to justice.

The UN's response, under the Peace component of the UNDAF 2018-2022, is focused on ensuring the supply, demand and enabling environment for strengthening **governance, peace, and justice institutions** through the promotion of inclusive societies that enable accountability and institutional performance at all levels. To support the development of a just, peaceful and inclusive society in PNG the UN intends to support deepened democracy and strengthened rule of law and good governance. Its work will assist the Government in ensuring that systems and processes are in place that will ensure the PNG Parliament and the Bougainville House of Representatives have the capacity to fulfil their duties efficiently through 1) effective institutional capacity, 2) effective legislative and oversight functions, and 3) provision of assistance to the parliament representation, outreach and communication work through improved Information Communication Technology systems.

The work of the parliaments has been enhanced by the South-South exchanges between the respective PNG and regional parliaments, and the UN will continue to support this, as well as supporting ongoing reforms to strengthen the constitution of the parties. Parliamentary Committees on women and gender issues, and support for women's participation, are also key elements of the work with parliaments and their administration.

The UN System works to improve reporting, investigation, and prosecution of all forms of violence against women, children, and vulnerable persons. Building on the past years' achievement on adoption of key protection legislation, the UN will continue to support the justice sector to improve its capacity to enforce laws that protect women, children and vulnerable persons from violence and to enhance access to child-friendly and gender-sensitive law enforcement and justice services.

This strengthened performance of governance institutions will support the necessary interrelated conditions, such as legal, institutional, fiscal, political, etc., to engage in the development process in a sustained, inclusive and effective manner. Work on supporting the establishment of the Independent Commission against Corruption remains a key part of the UN's strategy. Targeted initiatives such as the Phones Against Corruption initiative currently implemented within the Department of Finance have shown promising results in combating corruption in government institutions and will be scaled up.

Sub-Outcome 4.2: By 2022, government agencies have a results based, transparent and accountable governance system and equitable delivery of services.

There is a clearly identified need for PNG to have a vibrant civil society, with an oversight ‘monitoring and reporting’ role, that engages and participates with a culture of accountability, strengthened law enforcement and decentralization processes, functional compliance mechanisms, and established, functional and capacitated institutions. Robust and functioning public service machinery is essential. The UN will support work on improving the public service through a long-term capacity development response that allies technical and experiential learning to capacity-building at the individual, institutional and enabling environment levels.

The UN and development actors in PNG have identified the UN as having a comparative advantage in these areas, being able to play a leading role in convening and brokering partners at all levels. The UN can provide high quality technical expertise and support from a global knowledge and solutions network, give impartial advice and strengthen national capacities at all levels through a long-term capacity development response.

Specific support will be provided to the Autonomous Region of Bougainville to prepare for the referendum set for 2019, based on the joint request from the PNG National Government and the Autonomous Bougainville Government. Along with weapons disposal, this includes supporting the establishment of an independent agency to conduct the referendum planned for 2019, supporting an assessment of good governance through an Autonomy review, and working on peacebuilding initiatives, particularly in support of the following: effective political dialogue between the Government of PNG and the Autonomous Bougainville Government to implement autonomy arrangements and the Bougainville Peace Agreement; empowering the people of Bougainville to make informed choices at the referendum, by enabling access to objective and accurate information on the Bougainville Peace Agreement and the referendum; supporting community social cohesion and security in Bougainville to address conflict-related trauma effectively; and resolving local disputes peacefully through better access to appropriate post-conflict services, support and information. Work on these areas will be critical in the years leading up to the referendum and post-referendum.

Sub-Outcome 4.3: By 2022, people in Papua New Guinea live in a safe and secure environment that allows them freedom to exercise their political, social, economic, civil and cultural rights enshrined under the Constitution.

In terms of demand under this outcome the UN has prioritized support to civil society, including faith-based organizations, with the aim of achieving significantly increased public participation, and producing regular surveillance that informs national conversations on sustainable and inclusive development. The support provided to civil society and faith-based organizations includes a focus on capacity development and resource mobilization. Civil society is one of the most effective bulwarks, both against harmful cultural practices and in addressing the need to eliminate outmoded traditions that violate human rights. The reality of existing human rights deprivations, and the susceptibility to further erosion of fundamental rights of marginalized and vulnerable groups within PNG requires a specific focus by the UN, given its absolute responsibility to advance the human rights of disadvantaged groups and individuals.

The UN will also continue advocating and providing technical support for the establishment of a national human rights commission to ensure independent public monitoring, reporting, education and advocacy on human rights.

The UN will support political dialogue and referendum awareness as part of its work under the UN Peacebuilding Priority Plan with groups such as the ex-combatants, where a need for unification of political factions is central to peace and stability in Bougainville and other parts of PNG. Ensuring participation and inclusion of women and youth is a key feature of this work, and the UN will provide a neutral space within which political issues can be addressed and resolved by supporting mediation and peace negotiations.

Supporting women in participation in political and public life, as well as other leadership roles, is also a key aspect of the UN's work. This includes supporting women candidates and elected leaders on national and sub-national level. It will also include working on affirmative action, such as temporary special measures to increase women's political participation and representation in PNG

Risks & Assumptions

The 2030 Agenda speaks to the core mandates and values of the UN, presenting both the opportunity and responsibility for the UN Development System to avail its knowledge, convening power and expertise in support of SDG implementation and achieving national priorities. A core component of the UN's new strategy in PNG is adopting much more risk-informed and evidence-based practices, building on each step of the UNDAF planning and formulation process, particularly the UNDAF Evaluation, the Comparative Advantage exercise, the Common Country Analysis and Theory of Change. The Theory of Change necessitated identification and articulation of major risks and assumptions. In addition, it explained how different factors interact and use the comparative advantage exercise and climate change adaptation root cause analysis of major national development challenges to prioritize programming opportunities. It considered how assumptions shape and influence results and identified risks to achieving results.

A set of critical assumptions make up the causal pathway of change. This forms the basis of programme design, building on the 'if...then'. These assumptions are vital to understanding how results will be achieved and serve as markers that will permit measurement of whether or not a policy, programme or project remains on track. The UNDAF 2018-2022 makes several assumptions about necessary enabling conditions that are in place to allow the UN to achieve its stated goals. These include the assumption that the Government of PNG is committed to addressing issues related to national development priorities and the SDGs. The outcomes also require the availability of a strong evidence base for decision-making, i.e., availability of appropriate data upon which to make planning decisions. It is crucial to have data on the specific issues addressed to appropriately design a context-specific programmatic response.

One of the main assumptions underpinning the UNDAF 2018-2022 is for increased public participation and engagement with the SDGs, especially those relating to civic action and citizens' participation in the decision-making process. Technology and increased connectivity will enable the public to express their concern about inefficiencies of the state to address crucial demands, unequal distribution of resources, poor implementation of public investment projects, or to expose and combat corruption and mismanagement in the public and private sectors. This increased connectivity and engagement will support and strengthen civil society groups in their willingness and ability to generate demand and create greater space for civil society mobilization.

Another assumption is the favourable participation of the private sector, and their buy-in, with the policies and regulations of the new Government and the 2030 Agenda. The private sector in PNG has shown a burgeoning interest in giving support to, and getting involved with, the SDGs and SDG related activities, or working under directions outlined by the SDGs. This will promote an enabling environment for public-private partnership and investment in the framework of the 2030 Agenda.

Managing risks and uncertainties through the UNDAF 2018-2022 will be achieved through the identification of risks, monitoring of trends and formulation, plus implementation of appropriate mitigation strategies. During UNDAF planning, ways to strengthen resilience and reduce risks of adverse events, shocks and stresses were carefully considered and addressed in the Results Framework Annex IV. UNDAF interventions will apply social and environmental standards to prevent adverse social impacts and environmental degradation consistent with the core principles of the UN.

There are several risks that may have a negative impact on the ability of the UN to deliver on its intended results, including declining investment in social sectors fuelled by the recent economic downturn, and priority shifts following the 2017 national elections.

Natural Disasters or conflict can divert resources (technical, financial, material) to emergency response, thus depriving routine delivery of basic social services. Disasters can also disrupt the continuity of service provision and the utilization of these services due to access constraints, etc., thus compounding other negative impacts and threatening achievement of the Outcomes. Due to PNG's unique geography and disaster risk profile, the high frequency of disparate small-scale disasters means multiple concurrent threats and emergencies risk leading to an over-stretching of the Government, UN, and civil society resources, diluting the impact of Climate Change Adaptation/Mitigation, Disaster Risk Reduction/Mitigation and Environmental Resource Management initiatives. Also, due to poor understanding of cause and effect in relation to climate change and disasters, there is a risk of continued community resistance to change, or in taking greater responsibility for safety, or for securing livelihoods. This risk would manifest through continued negative exploitation of natural resources for short-term economic gain over long-term sustainability.

There is a risk of limited effectiveness in implementation of programmes, due to the technical capacity gaps within the social sectors, with high levels of unfilled public posts, high staff absenteeism, low motivation and limited systems for support, supervision and skills development. Weak institutional and regulatory frameworks, poor allocation of resources and unclear accountabilities and coordination mechanisms, also pose potential risks for the effective achievement of Outcomes.

Entrenched social norms and harmful traditional beliefs and practices are a significant risk to programmes, especially programmes that support positive behaviour change or work with vulnerable and marginalized groups. There is a risk that results may not be seen in the short-term, especially in terms of gender equality (in particular, in relation to ending violence and boosting access to secondary education).

Due to the weaknesses in the governance environment in PNG, it is possible for commercial interests to undermine attempts to strengthen regulatory frameworks that may have a negative economic impact on these same interests. Furthermore, the frequent political and social instability in PNG may derail progress on the Outcomes described above, or provide opportunities for exploitative interests to take hold.

The well-known volatile security situation is a clear risk, with security costs significantly impacting on operational and programmatic budgets, limiting the scope and duration of interventions. Additionally, failure in the equitable and inclusive distribution of resources through the Service Improvement Programmes, in favour of politically client-oriented services, may lead to threats on the governance system, especially at subnational levels. This will affect the decentralization process and support to rural citizens and local level governments. If prosperity is to truly reach every citizen, such programmes need to be implemented in an open and transparent manner, with effective measures in place for misuse of funds, or fraud and corruption.

Partnership & Innovation

The 2030 Agenda for Sustainable Development requires deepening partnerships between governments, the private sector, civil society and international development partners. The interconnected relationship between the SDGs necessitates innovation around partnerships and will substantially influence the approach of the UN in PNG. The spirit of the SDGs is informed by the need for meaningful citizen participation, with engagement of people a key concept. The new global agenda should translate into new ways of working.

Utilizing entry points for leveraging current partnerships, and developing new and innovative partnerships, is fundamental to the cross-cutting approach of the PNG UNDAF 2018-2022. Unlocking the vast knowledge and expertise of partners is the key to effectively supporting the implementation of the SDGs. Science, technology, and innovation are crucial elements for developing, implementing and optimizing effective and sustainable partnerships.

In today's societies, the sharing of information, the increasing availability of big data, the range of expertise, technologies, and financial resources has the potential to drive entrepreneurship, connect a geographically diverse range of stakeholders and communities to find the best solution for any given problem, and attract funding from multiple sources. Expanding alliances with media and other non-traditional partners is crucial to moving the work of the UN beyond programmes and awareness, towards social mobilization, advocacy and engendering citizen engagement in line with the SDGs and PNG's Vision 2050.

Developing inclusive partnerships will be built on SDG principles, values, shared vision and goals that place people, prosperity, the planet, and peace, at the heart of the development agenda in PNG. Partnerships for the Goals, SDG 17, mandates that there is a revitalized global partnership for sustainable development. Partnerships are also identified as one of the four key enablers for integrated UN programming, and they support the UN's core programming principles of:

1. Human rights, gender equality and women's empowerment;
2. Sustainable development and resilience;
3. Leave no one behind; and
4. Accountability.

For the UN in PNG the partnership agenda requires enhanced policy coherence, rationalized UN Results Groups, partnership innovation and strengthened domestic resource mobilization. The UN is well positioned to play a leading role in convening and utilizing **multi-stakeholder** partnerships that focus on delivering sustainable development results.

Government and the UN

The UN has been a strong and trusted partner of the PNG Government since 1976. The SDGs present a unique opportunity to broaden and deepen the existing partnership through enhanced alignment, relevance and cooperation on national and international commitments. The UN is supporting the Government to implement the 2030 Agenda for Sustainable Development in PNG and localize the SDGs. In turn, the Government is committed to mainstreaming the SDGs through the Medium-Term Development Plan 2018-2022, with continued UN assistance. For all forms of partnerships to thrive, they should be consistent with national laws, be fully aligned with national development strategies and the priorities of the countries in which they are implemented, (taking into consideration any relevant guidance provided by governments), as well aligned with the 17 SDGs. Similarly, for all forms of partnerships to be able to fully contribute to national development priorities, government must

strive to create an enabling environment, a set of interrelated local and national conditions, that allows stakeholders to fully engage in national development processes in a sustained and efficient manner.

Development of capacity to implement existing strategies, policies and plans has been identified, through the UNDAF Evaluation, Common Country Analysis and strategic planning with the Government, as one of the major national development challenges. The UN is ideally situated to take a leading role in the provision of a long-term, targeted, capacity development response that addresses the three levels of developing capacity through national frameworks (enabling environment, institutional strengthening and building individual capacity). As part of the UNDAF 2018-2022 implementation, the UN will be developing a 'Strategy Note on Capacity Development', outlining the capacity development response over the five-year programme cycle. This capacity development response will identify key partners, necessary capacities to be strengthened, and the national frameworks under which the response is delivered. Public service personnel and institutions will be supported to develop enhanced capacity with the aim of establishing a professional, motivated, resourced, and results-driven public service.

As part of the UN's long-term support to the 2030 Agenda and SDG attainment in PNG, working towards enhancing policy and institutional coherence will be embedded into UN programming and high-level advocacy. **Programmes and advocacy** on the 2030 Agenda are vital elements of the UN's support to localizing and implementing the SDGs in PNG. Part of SDG advocacy work in PNG revolves around improving support that can significantly increase the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in the national context. This support is set within the context of strengthening existing initiatives to develop measurements of progress on sustainable development that complement gross domestic product, and support statistical capacity-building in developing countries as part of the long-term vision to 2030.

South-South Cooperation for Sustainable Development

During the past decades, South-South cooperation has increasingly demonstrated its contribution to development results through a variety of flexible cooperation modalities, including knowledge exchanges, technology transfers, financing, peer support, and neighbourhood initiatives. It has contributed to countries forming common development agendas and seeking collective solutions. The UN has a strong role to play as knowledge broker, capacity development supporter and partnership facilitator when developing countries work together to find solutions to common development challenges.

PNG has traditionally relied on Australia and New Zealand for overseas development assistance. Increasingly this is changing as PNG builds relationships with non-traditional partners such as China, India, Japan, Korea and Singapore among others, many of which are in the private sector.

PNG is an active and leading member of Pacific and international fora, including the Pacific Islands Forum, Melanesian Spearhead Group, African, Caribbean and Pacific Group of States, and the Asia Pacific Economic Cooperation. The upcoming Asia Pacific Economic Cooperation summit in 2018 will be an opportunity to forge new South-South partnerships and build on existing initiatives, such as the Alternative Indicators of Well-being for Melanesia. This is a partnership that seeks to establish a culturally relevant and comprehensive set of indicators for use in tracking progress towards SDGs attainment in Melanesia, as well as for use in appropriate policy development at national and sub-regional level.

Civil Society, Community-Based Organizations and the UN

As part of the UNDAF evaluation and drafting process, extensive consultations with stakeholders were carried out analysing the UN's support to PNG and identifying potential priorities and opportunities for expanded and innovative collaboration and partnership. The UN's focus on reflecting the principles and values of the 2030 Agenda, and specifically human rights, gender equality, sustainability and availability of timely and accurate data, necessitates strong partnerships with civil society, and community and faith-based organizations. The UN will ground its partnerships in support of the implementation and monitoring of the relevant existing strategies, frameworks and policies. It will do this through innovation, capacity development, technical support and assistance, a joint programmatic presence, the use of research and analysis of disaggregated data, and support to the implementation of work relating to the SDGs. The UN will play a key role in bridging the gap between development actors. It will bring together government, civil society, community and faith-based organizations and government sector leads. This will be done by supporting the implementation of the 2015 PNG Development Cooperation Policy and the functioning of the national SDGs governance structure (including technical working groups) operating under the National SDGs Steering Committee.

Private Sector and the SDGs

In order to achieve the SDGs there is a need to move beyond 'business-as-usual' and ensure the private sector and PNG's business community play an active role in helping to support the attainment of the SDGs. There are great opportunities for business to make a more meaningful and focused contribution to global and local development. These opportunities include helping to find solutions to some of the greatest development challenges the world faces, from climate and water crises, to reducing inequality and poverty. The UN in PNG will work with the private sector to provide a platform to pursue opportunities to contribute and innovate towards achieving the SDGs.

The SDGs present a framework for business to grow and gain competitive advantage. Leading organizations are starting to view the global goals as a framework to differentiate themselves, by expanding their customer bases, developing core innovations and new services, developing more resilient supply chains, and engaging in policy advocacy. The UN in PNG is committed to offering knowledge and expertise to businesses and the private sector and working together in partnership under the guidance of the 2030 Agenda, the UN Global Compact and the Guiding Principles on Business and Human Rights.

International Development Partners and the UN

The UN in PNG plays a leading role in convening and coordinating among international development partners and will continue to support greater integration and synergies that reduce duplication and encourage greater collaboration. The 2018-2022 UNDAF is built on an in-depth, comprehensive, rights-based and inclusive country analysis which focuses UN engagement where it can have the greatest impact, taking into account both mandate and comparative advantage. In working with international development partners the convening role of the UN has been recognized as a key comparative advantage, and the UN will continue to play this role while fostering deepened partnerships.

Accountability, Results and Delivery

Multi-stakeholder partnerships call for new governance models in place of traditional development projects, while respecting the national priorities of host countries and adhering to any relevant

guidance provided by the Government. Partnerships that work towards sustainable development and support the SDGs, aimed at spurring economic growth, environmental sustainability and social equity, should be consistent with national laws, and be fully aligned with national development strategies.

In addition, a partnership should aim to include a broad spectrum of stakeholders from various sectors into its governance models, structures, and stakeholder and community engagement efforts. This will not only ensure accountability and transparency to its beneficiaries, but also allow the partnership to draw expertise and solutions to its problems while addressing the three dimensions of sustainable development. The 2018-2022 UNDAF is focused on delivery of the articulated interventions to achieve the targets outlined in the accompanying Results Framework Annex IV.

Implementation

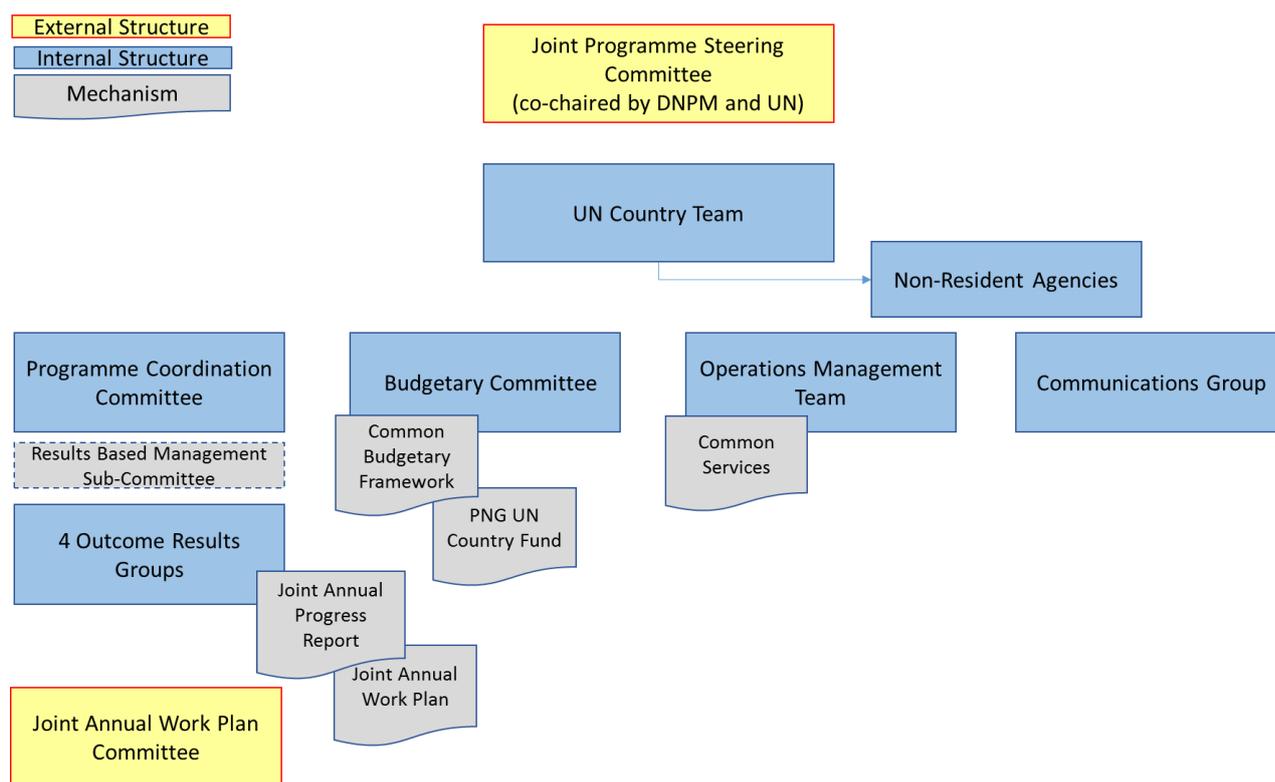
‘Delivering as One’ Programme Coordination

The UN in PNG responded to the call by member states for system-wide reform to enhance its efficiency, effectiveness and coherence, and has been a pioneer in implementing its programmes according to the Delivering as One reform initiative.

The UN system harmonizes its collective strategy into one **UN Programme**, which is financed through a **Common Budgetary Framework**. It coordinates all **operations** to reduce transaction costs and advocates for development programmes through coherent **communications**. The Government and the UN plan together annually, as well as oversee implementation through various **joint steering committees** at the technical and strategic levels.

With ten years of experience as a self-starting Delivery as One country, the UN in PNG has well adapted management structures and is strategically positioned to play a leading role in assuring coherence and efficiency in SDG implementation. The following management arrangements and structures are in place, which delineate oversight, roles and responsibilities, as well as mechanisms for the implementation of the UNDAF 2018-2022:

Figure 2 | Programme Coordination – Management Arrangements



Joint Programme Steering Committee

The Joint Programme Steering Committee, comprising senior government officials and the UN Country Team, is the highest level of oversight of the UNDAF 2018-2022. The Committee is co-chaired by the Secretary of the Department of National Planning and Monitoring and by the UN Resident Coordinator. The UN Resident Coordinator is the in-country designated representative of the Secretary-General for development operations. The Committee meets annually to review the progress

of the UN's implementation, as well as plans for the following year. It has the power to alter, change, and make relevant UN programming and resource allocations from the UN Country Fund.

UN Country Team

The UN Country Team is comprised of the UN system Heads of Agency and is led by the UN Resident Coordinator. The UN Country Team has day-to-day oversight of implementation and existing coordination mechanisms, including the Programme Coordination Committee, Budgetary Committee, the Operations Management Team and the Communications Group.

Programme Coordination Committee

The Programme Coordination Committee is comprised of leaders of the four Outcome Results Groups. It promotes synergies between the Results Groups and acts as an advisory group to the UN Country Team. The Committee coordinates the Joint Annual Work Plans and the Annual Progress Report with the Results Groups. It provided input and analysis for the development of the UNDAF 2018-2022.

The **Results-Based Management Sub-Committee** provides technical support on Monitoring and Evaluation.

The Joint Annual Progress Report

The UN reports annually on the progress of implementation through one single UN Progress Report to the Government of PNG and all other stakeholders. The Results Groups provide inputs and analysis into the Progress Report.

The Joint Annual Work Plans

The Joint Annual Work Plans translate outcomes into concrete, measurable and time-bound outputs. These enable the UN and partners to identify the UN contribution to national priorities. The plans are financed by the common budgetary framework, delineating the responsibilities of agencies at the activity level. The Joint Annual Work Plans are signed by the relevant UN participating organizations and with the relevant government departments.

Results Groups

The Results Groups are comprised of individual agency programme staff contributing to each of the four outcomes. The Results Groups extrapolate from the overall five-year planned results in the UNDAF 2018-2022 into yearly Joint Annual Work Plans, and monitor progress through the Joint Annual Progress Report.

Joint Annual Work Plan Steering Committee

The Joint Annual Work Plan Steering Committees for each of the four outcomes are comprised of senior representatives from the implementing partner, the Department of National Planning and Monitoring, UN agencies, donors, and beneficiaries. At the technical level, this committee ensures that UN programming continues in line with government policies and planning instruments and that it complements programming by development partners.

Budgetary Committee

The Budgetary Committee coordinates the Common Budgetary Framework and is an advisor to the UN Country Team. All bilateral resource transfers in-country to the Common Budgetary Framework

are managed through the PNG UN Country Fund. Agency core resources remain outside the PNG UN Country Fund.

PNG UN Country Fund

The PNG UN Country Fund is a pooled mechanism used to receive contributions from multiple financial partners and allocate these to multiple implementing entities to support specific national development priorities. The PNG UN Country Fund provides coherent mobilization, allocation and disbursement of donor resources in support of the UNDAF 2018-2022. The Fund is administered by the Multi-Partner Trust Fund Office in New York in accordance with its financial regulations and rules.

Operations Management Team

The Operations Management Team is comprised of Agency Operations Specialists and focal points. Its mandate is to reduce costs for the UN system by overseeing common services. The Operations Management Team's Work Plan outlines the key operations activities in support of the Results Group's Joint Annual Work Plans.

Common Services

The UN system coordinates some key operational services in the form of common premises and security, joint information technology, long-term vendor agreements, and procurement, etc., to save on cost. Agency resources are pooled into the Common Services and Security Budgets to finance joint operations.

Communication Group

The Communication Group is comprised of agency communications specialists and focal points. The Group supports the Results Groups in increasing their capacity to advocate for development. It promotes special outreach campaigns on key developmental milestones, such as the SDGs, or the commemoration of designated UN international days of interest to the Government. The Group works with the local media and other stakeholders to increase awareness about development in PNG, as well as to gain feedback from citizens about the performance of the UN. The Communication Group's Annual Work Plan outlines the key advocacy activities in support of the Results Group's Joint Annual Work Plans.

Non-Resident Agencies

Non-resident agencies are those UN entities that may have projects in PNG but are not located in-country and may be operating regionally. They are represented by the Resident Coordinator on a day-to-day basis. If non-resident agency project staff are in PNG, the most senior programme officer is invited as an observer to the UN Country Team meetings. Non-resident agencies contribute to the Results Groups where their work, and mandates are reflected under the Joint Annual Work Plans and Annual Progress Report. The Results Groups ensure that non-resident agencies participate through teleconference, etc. Non-resident agencies are included in the common budgetary framework.

Monitoring and Evaluation

Monitoring and Evaluation is a vital tool for accountability and learning and is the basis by which the UN assesses its contribution to the achievement of national priorities and the SDGs. Monitoring and Evaluation of the 2018-2022 PNG UNDAF is a joint responsibility of the Government and the UN Country Team, through the Programme Steering Committee and UNDAF Results Groups. The Groups will undertake annual reviews of their plans and implementation, prepare annual progress reports and adjust as necessary to the national context and any barriers to achieving UNDAF results. The UNDAF's Monitoring and Evaluation calendar includes an integrated five-year evaluation plan and normative monitoring commitments, such as gender equality, environmental sustainability and human rights. It is outlined in the Monitoring and Evaluation Plan. Monitoring and Evaluation is achieved through integrated implementation, 'Delivering as One', following common UN approaches to results-based management, as laid out in the UN Development Group Results-Based Management Handbook and the UNDAF Interim Guidance.

The major focus of the Plan is to monitor progress towards achieving the defined strategic Outcomes in the Results Framework Annex IV. It outlines data collection and analysis activities, promotes cost-effective coordination and information sharing across agencies, and includes plans for data analysis and use. It also identifies key data disaggregation that the UN Country Team will track through the duration of the UNDAF. The Plan supports UNDAF evaluation, enabling early engagement and planning to ensure an evaluative approach to joint management, implementation and monitoring arrangements. Monitoring and Evaluation contributes to strengthening data collection systems, including improving data quality, analysis and use. In PNG, Monitoring and Evaluation builds on and supports existing national data and information systems ensuring government ownership and sustainability, and providing a foundation for SDG monitoring. The UN is committed to supporting national capacity development for building an evidence base, diversifying data sources, use of participatory monitoring, promoting data literacy and ensuring public engagement in the analysis and use of data.

An inter-agency Results Based Monitoring sub-committee to the Programme Coordination Committee supports implementation of the Monitoring and Evaluation Plan. This sub-committee is responsible for overseeing monitoring, coordinating agency data collection, analysis and capacity development activities, planning for management arrangements of the UNDAF evaluation, and providing coherent advice to inter-agency groups. The sub-committee is composed of agency Monitoring and Evaluation Specialists, alongside experienced focal points from each of the UNDAF Results Groups. The sub-committee technically supports the Results Groups with the annual joint work plans and the annual progress report.

Gender Scorecard

The set of performance indicators on gender equality and the empowerment of women that help UN Country Teams assess their performance in gender mainstreaming can feed into the review of the programme to enhance performance. A Gender Scorecard exercise was undertaken as part of the planning for the 2018-2022 UNDAF development.

UNDAF Evaluation – Midterm Review

An independent evaluation of the 2018-2022 UNDAF is planned in support of the midterm review to be conducted by the end of 2020. This will enable the UN Country Team and partners to take stock, identify bottlenecks, and to adjust as required. The evaluation will be a comprehensive and strategic assessment involving a broad range of stakeholders and partners who will evaluate the UNDAF's

contribution to national priorities, the SDGs and the programmes' relevance, effectiveness, efficiency and sustainability. The cost of the evaluation will be shared by the UN system. The outcome indicators are the measurement tools used to assess progress, and the evaluation will follow the United Nations Evaluation Group's norms, standards and guidance, serving as an accountability and learning tool for the UN Country Team and partners. The evaluation is a fundamental component of evidence-based strategy, policy-making and implementation.

Support to strengthening national Monitoring and Evaluation systems

The UN in PNG is strongly committed to supporting strengthened quality and accessibility of government monitoring systems, and to using existing national monitoring systems for UNDAF monitoring to the fullest extent possible. A comprehensive capacity development response will be elaborated as a strategy note accompanying the 2018-2022 UNDAF. It will outline the UN support for strengthening national monitoring systems, Monitoring and Evaluation capacity, data collection, management, analysis and use. In the spirit of the SDGs and national priorities, the UN will specifically support the availability and analysis of data disaggregated by sex, age, income and geographic location.

Text highlighted in grey denotes mandatory standard UN legal text

Implementing Partners agree to cooperate with the UN system agencies for monitoring all activities supported by cash transfers, and will facilitate access to relevant financial records and to personnel responsible for the administration of cash provided by the UN system agencies. To that effect, Implementing Partners agree to the following:

1. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives, as appropriate, and as described in the specific clauses of their engagement documents/contracts with the UN system agencies.
2. Programmatic monitoring of activities following the UN system agencies' standards and guidance for site visits and field monitoring.
3. Special or scheduled audits. Each UN organization, in collaboration with other UN system agencies, (where so desired and in consultation with the respective coordinating ministry) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system agencies, and those whose financial management capacity needs strengthening.

The audits will be commissioned by the UN system agencies and undertaken by private audit services.

Common Budgetary Framework

The Common Budgetary Framework comprises the estimated financial resources necessary for the UN system in PNG to deliver the commitments outlined in the UNDAF. It estimates that a total of US\$ 264 million will be required with USD\$ 90 million available as of December 2016, and a funding gap of US\$ 174 million. These figures have been estimated as per information available as of December 2016 and is subject to change.

The available funds are projected on all individual UN agency core and non-core resources, which include contributions from the PNG UN Country Fund and other joint programmes.

Outcome	Required (USD million)	Core	Non-Core	Resources to be generated	Gap as % of total
People	\$125	\$34	\$31	\$60	48%
Prosperity	\$30	\$6	\$1	\$23	76%
Planet	\$89	\$2	\$13	\$74	83%
Peace	\$20	\$2	\$1	\$17	85%
Total	\$264	\$44	\$46	\$174	66%

Financing the UNDAF is both an individual responsibility of UN organizations as well as a shared one by the UN Country Team, as led by the Resident Coordinator. The Common Budgetary Framework will be operationalized through the detailed annual joint work plans and monitored as part of the annual review of the Results Groups progress.

Text highlighted in grey denotes mandatory standard UN legal text

The UN system agencies will provide support to the development and implementation of activities within the UNDAF, which may include technical support, cash assistance, supplies, commodities and equipment, procurement services, transport, funds for advocacy, research and studies, consultancies, programme development, Monitoring and Evaluation, training activities and staff support.

Part of the UN system agencies' support may be provided to non-governmental [and civil society] organizations as agreed within the framework of the individual work plans (WPs) and project documents. Additional support may include access to UN organization-managed global information systems, the network of the UN system agencies' country offices and specialized information systems, including rosters of consultants and providers of development services, and access to the support provided by the network of UN Specialized Agencies, Funds and Programmes. The UN system agencies shall appoint staff and consultants for programme development, programme support, technical assistance, as well as Monitoring and Evaluation activities.

Subject to annual reviews and progress in the implementation of the programme, the UN system agencies' funds are distributed by calendar year and in accordance with the UNDAF. These budgets will be reviewed and further detailed in the work plans and project documents. By mutual consent between the Government and the UN system agencies, funds not earmarked by donors to the UN system agencies for specific activities may be re-allocated to other programmatically equally worthwhile activities.

On the basis of the initial projections in the Common Budgetary Framework, the UN system will develop a Financing Strategy that outlines the balance of financial sources and mechanisms for the UNDAF.

Financing Strategy

The UN's support to the Government as it implements the 2030 Agenda requires an innovative and multi-financing approach. As a relatively recently graduated Lower Middle Income Country, PNG has seen a fall in Official Development Assistance as a percentage of the Government's total budget expenditure, from 16 percent in 2011 to eight percent in 2016.⁴⁵ As the country embarks on implementation of the SDGs, it is necessary for it to receive support from the international community in the form of grants and concessional funding.

The UN system, which is a development partner and not a donor to the Government, will explore funding options from both traditional and non-traditional partners, such the private sector, as well as cost-sharing options with the Government, where appropriate.

The Financing Strategy will:

- Map the financial landscape.
 - Identify innovative partnerships to diversify funding streams.
- Further validate the initially identified financing gap.
- Identify the financing instruments to address the gap.
 - The UN system will blend a number of financing instruments such as the pooled fund mechanism, and through its PNG UN Country Fund.
 - The Multi-Partner Trust Fund administers PNG's Country Fund and offers a structure for improved risk management, enhanced coordination and coherence as well as a broadened donor base.
- Define the coordination mechanisms between the different financing instruments.

⁴⁵ Development Finance and Aid Assessment Report, 2013.

Annex I | Basis for the Relationship

Text highlighted in grey denotes mandatory standard UN legal text

Partnerships, Values and Principles

Whereas the Government of Papua New Guinea (hereinafter referred to as “the Government”) has entered into the following:

- a) WHEREAS the Government and the United Nations Development Programme (hereinafter referred to as UNDP) have entered into a basic agreement to govern UNDP’s assistance to the country (Standard Basic Assistance Agreement (SBAA)) which was signed by both parties on 7 April 1981. Based on Article I, paragraph 2 of the SBAA, UNDP’s assistance to the Government shall be made available to the Government and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UNDP organs, and subject to the availability of the necessary funds to the UNDP. In particular, decision 2005/1 of 28 January 2005 of UNDP’s Executive Board approved the new Financial Regulations and Rules and along with them the new definitions of ‘execution’ and ‘implementation’ enabling UNDP to fully implement the new Common Country Programming Procedures resulting from the undg simplification and harmonization initiative. In light of this decision this UNDAF together with a work plan (which shall form part of this UNDAF, and is incorporated herein by reference) concluded hereunder constitute together a project document as referred to in the SBAA.
- b) With the United Nations Children’s Fund (UNICEF) a Basic Cooperation Agreement (BCA) concluded between the Government and UNICEF on 9 March 1994.
- c) With the United Nations Population Fund (UNFPA) an exchange of letters dated 31 January 2001 to the effect that the SBAA signed by UNDP and the Government on 7 April 1981 be applied, mutatis mutandis, to UNFPA,
- d) With the United Nations Women (UN Women) an exchange of letters dated 9 November 2015 to the effect that the SBAA signed by UNDP and the Government on 7 April 1981 be applied, mutatis mutandis, to UN Women,
- e) With WHO a Country Co-operation Agreement concluded between the Government and WHO on 28 June 1976,
- f) With the Food and Agriculture Organization of the United Nations the Agreement for the opening of the FAO Representation in Papua New Guinea on 15 November 2013.
- g) For all agencies: Assistance to the Government shall be made available and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UN system agency’s governing structures.

The UNDAF will, in respect of each of the United Nations system agencies signing, be read, interpreted, and implemented in accordance with and in a manner that is consistent with the basic agreement between such United Nations system agency and the Host Government.

The Government will support the UN system agencies’ efforts to raise funds required to meet the needs of this UNDAF and will cooperate with the UN system agencies including: encouraging potential donor Governments to make available to the UN system agencies the funds needed to implement unfunded components of the programme; endorsing the UN system agencies’ efforts to raise funds for the programme from other sources, including the private sector both internationally and in [name of country]; and by permitting contributions from individuals, corporations and foundations in [name of country] to support this programme which will be tax exempt for the Donor, to the maximum extent permissible under applicable law.

Programme Management and Accountability Arrangements

The programme will be nationally executed under the overall co-ordination of the Department of National Planning and Monitoring. Government coordinating authorities for specific UN system agency programmes are noted in Annex X. Government Ministries, NGOs, INGOs and UN system agencies will implement programme activities. The UNDAF will be made operational through the development of joint work plan(s) (JWPs) and/or agency-specific work plans and project documents as necessary which describe the specific results to be achieved and will form an agreement between the UN system agencies and each implementing partner as necessary on the use of resources. To the extent possible the UN system agencies and partners will use the minimum documents necessary, namely the signed UNDAF and signed joint or agency-specific work plans and project documents to implement programmatic initiatives. However, as necessary and appropriate, project documents can be prepared using, inter alia, the relevant text from the UNDAF and joint or agency-specific work plans and / or project documents.

Implementing Partners agree to cooperate with the UN system agencies for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by the UN system agencies. To that effect, Implementing Partners agree to the following:

1. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives, as appropriate, and as described in specific clauses of their engagement documents/ contracts with the UN system agencies'
2. Programmatic monitoring of activities following the UN system agencies' standards and guidance for site visits and field monitoring, special or scheduled audits.
3. Each UN organization, in collaboration with other UN system agencies (where so desired and in consultation with the respective coordinating Ministry) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system agencies, and those whose financial management capacity needs strengthening.

The remainder of this section refers only to agencies using the Harmonized Approach to Cash Transfers (HACT). All cash transfers to an Implementing Partner are based on the Work Plans (WPs⁴⁶) agreed between the Implementing Partner and the UN system agencies. Cash transfers for activities detailed in work plans (WPs) can be made by the UN system agencies using the following modalities:

1. Cash transferred directly to the Implementing Partner:
 - a. Prior to the start of activities (direct cash transfer), or
 - b. After activities have been completed (reimbursement);
2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner;
3. Direct payments to vendors or third parties for obligations incurred by UN system agencies in support of activities agreed with Implementing Partners.

Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. The UN system agencies shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts.

Following the completion of any activity, any balance of funds shall be refunded or programmed by mutual agreement between the Implementing Partner and the UN system agencies.

Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN⁴⁷ Implementing Partner. A qualified consultant, such as a public accounting firm, selected by the UN system agencies may conduct such an assessment, in which the Implementing Partner shall participate. The Implementing Partner may participate in the selection of the consultant. Cash transfer modalities, the size of

⁴⁶ Refers to results Groups' or agency specific annual, bi-annual or multiyear work plans

⁴⁷ For the purposes of these clauses, "the UN" includes the IFIs.

disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.

The audits will be commissioned by the UN system agencies and undertaken by private audit services.

In case of direct cash transfer or reimbursement, the UN system agencies shall notify the Implementing Partner of the amount approved by the UN system agencies and shall disburse funds to the Implementing Partner accordingly. In case of direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner; or to vendors or third parties for obligations incurred by the UN system agencies in support of activities agreed with Implementing Partners, the UN system agencies shall proceed with the payment accordingly. The UN system agencies shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third party vendor. Where the UN system agencies and other UN system agency provide cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN system agencies.

A standard Fund Authorization and Certificate of Expenditures (FACE) report, reflecting the activity lines of the work plan (WP), will be used by Implementing Partners to request the release of funds, or to secure the agreement that [UN organization] will reimburse or directly pay for planned expenditure. The Implementing Partners will use the FACE to report on the utilization of cash received. The Implementing Partner shall identify the designated official(s) authorized to provide the account details, request and certify the use of cash. The FACE will be certified by the designated official(s) of the Implementing Partner. Cash transferred to Implementing Partners should be spent for the purpose of activities and within the timeframe as agreed in the work plans (WPs) only.

Cash received by the Government and national NGO Implementing Partners shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for activities as agreed in the work plans (WPs), and ensuring that reports on the utilization of all received cash are submitted to [UN organization] within six months after receipt of the funds. Where any of the national regulations, policies and procedures are not consistent with international standards, the UN system agency financial and other related rules and system agency regulations, policies and procedures will apply.

In the case of international NGO/CSO and IGO Implementing Partners cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the work plans (WPs), and ensuring that reports on the full utilization of all received cash are submitted to [UN organization] within six months after receipt of the funds. To facilitate scheduled and special audits, each Implementing Partner receiving cash from [UN organization] will provide UN system agency or its representative with timely access to all financial records which establish the transactional record of the cash transfers provided by [UN system agency], together with relevant documentation; all relevant documentation and personnel associated with the functioning of the Implementing Partner's internal control structure through which the cash transfers have passed. The findings of each audit will be reported to the Implementing Partner and [UN organization]. Each Implementing Partner will furthermore:

- Receive and review the audit report issued by the auditors.
- Provide a timely statement of the acceptance or rejection of any audit recommendation to the [UN organization] that provided cash (and where the SAI has been identified to conduct the audits, add: and to the SAI) so that the auditors include these statements in their final audit report before submitting it to [UN organization].
- Undertake timely actions to address the accepted audit recommendations.

Report on the actions taken to implement accepted recommendations to the UN system agencies, on a quarterly basis (or as locally agreed).

Commitments of the Government

The Government will honour its commitments in accordance with the provisions of the cooperation and assistance agreements outlined in paragraph above in the section on Basis of the Relationship. Without prejudice to these agreements, the Government shall apply the respective provisions of the Convention on the Privileges and Immunities of the United Nations (the “General Convention”) or the Convention on the Privileges and Immunities of the Specialized Agencies (the “Specialized Agencies Convention”) to the Agencies’ property, funds, and assets and to their officials and experts on mission. The Government shall also accord to the Agencies and their officials and to other persons performing services on behalf of the Agencies, the privileges, immunities and facilities as set out in the cooperation and assistance agreements between the Agencies and the Government. In addition, it is understood that all United Nations Volunteers shall be assimilated to officials of the Agencies, entitled to the privileges and immunities accorded to such officials under the General Convention or the Specialized Agencies Convention.

The Government will be responsible for dealing with any claims, which may be brought by third parties against any of the Agencies and their officials, experts on mission or other persons performing services on their behalf and shall hold them harmless in respect of any claims and liabilities resulting from operations under the cooperation and assistance agreements, except where it is any claims and liabilities resulting from operations under the cooperation and assistance agreements, except where it is mutually agreed by Government and a particular Agency that such claims and liabilities arise from gross negligence or misconduct of that Agency, or its officials, advisors or persons performing services. Without prejudice to the generality of the foregoing, the Government shall insure or indemnify the Agencies from civil liability under the law of the country in respect of vehicles provided by the Agencies but under the control of or use by the Government: (a) “Nothing in this Agreement shall imply a waiver by the UN or any of its Agencies or Organizations of any privileges or immunities enjoyed by them or their acceptance of the jurisdiction of the courts of any country over disputes arising of this Agreement”; (b) Nothing in or relating to this document will be deemed a waiver, expressed or implied, of the privileges and immunities of the United Nations and its subsidiary organs, including WFP, whether under the Convention on the Privileges and Immunities of the United Nations of 13th February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21st November 1947, as applicable, and no provisions of this document or any Institutional Contract or any Undertaking will be interpreted or applied in a manner, or to an extent, inconsistent with such privileges and immunities.

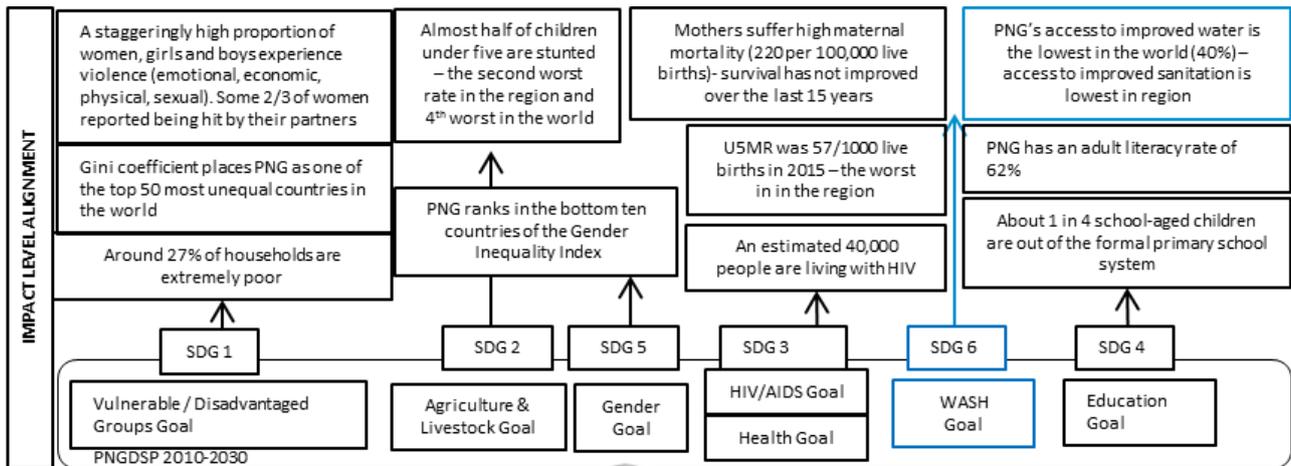
Cash assistance for travel, stipends, honoraria and other costs shall be set at rates commensurate with those applied in the country, but not higher than those applicable to the United Nations system (as stated in the ICSC circulars).

Annex II | National Alignment

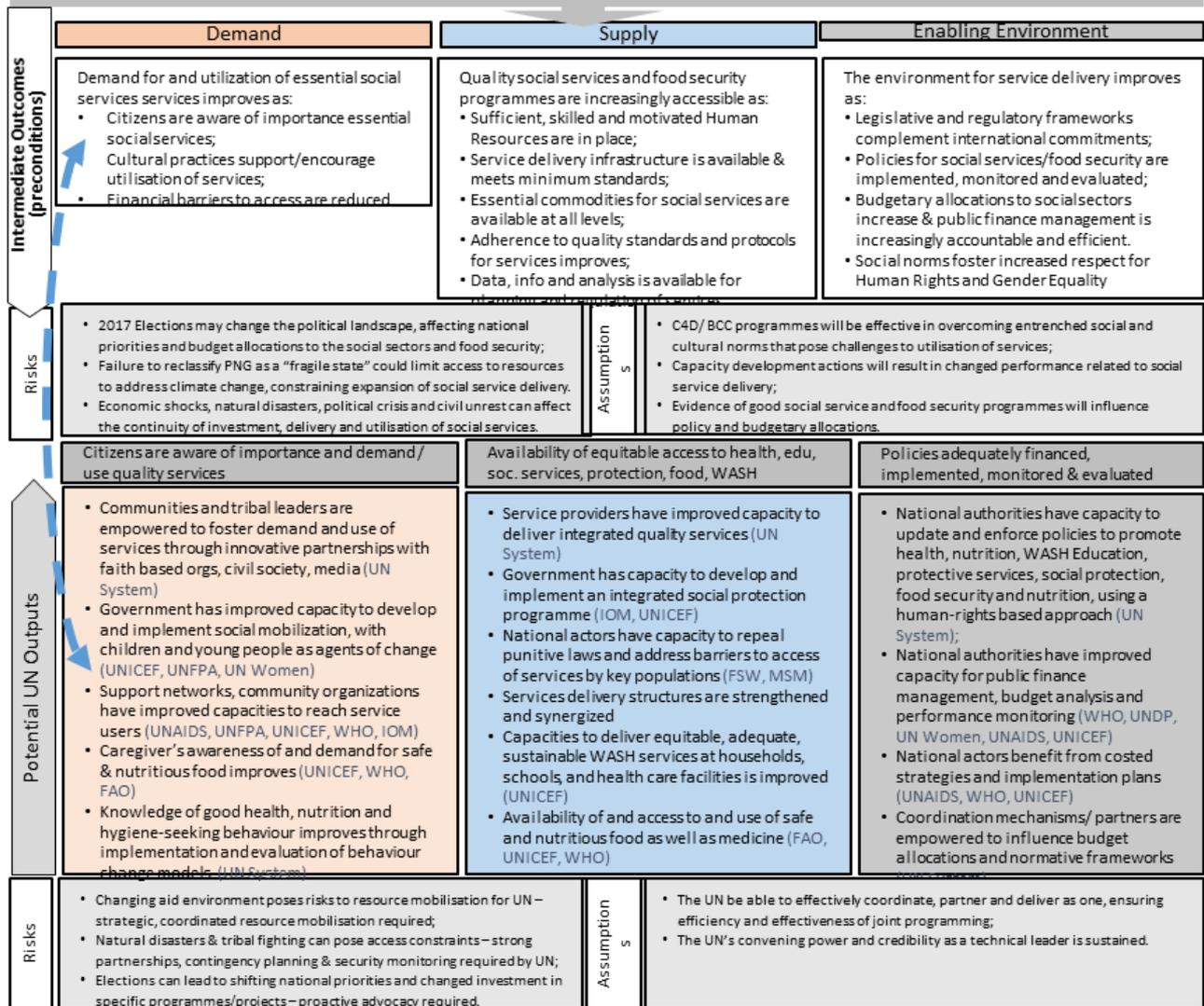
National Strategies & Priorities	UN Outcome Alignment
Vision 2050	People Prosperity Planet Peace
Strategy for Responsible Sustainable Development 2014	People Prosperity Planet Peace
Medium Term Development Plan	People Prosperity Planet Peace
Development Cooperation and Aid Policy	People Peace
Civil Registration Act	People Peace
National Health Gender Policy	People Peace
National Health Plan 2011-2020	People Peace
National Identity Act 2014	People Peace
National Population Policy 2015-2024	People Peace
District Development Authorities	Prosperity Peace
Independent Commission against Corruption Organic law Bill	Prosperity Peace
National Climate-Compatible Development Management Policy 2014	Planet People
Juvenile Justice Act (20014) and Juvenile Justice Policy	Peace People
Lukautim Pikinini Act 2015	Peace People
Lukautim Pikinini Policy 2017-2027	Peace People
Education Sector Strategic Plan 2010–2030	People
Gender Based Violence National Strategy	People
Health Workforce Enforcement Plan	People
Infant and young child feeding policy 2014	People
National Action Plan on Women in Leadership (draft)	People
National Cancer Control Policy	People
National Capital District Citywide Settlement Upgrading and Prevention Strategy	People
National Child Health Policy	People
National Contingency Plan for Public Health Emergencies (draft)	People
National Department of Education Behaviour Management Policy	People
National Department of Health Infant and Young Child Feeding Policy 2014	People
National Education Plan 2015-2019	People
National Health Administration Act	People
National Immunization Policy	People
National Medical Supplies & Pharmaceutical Services Implementation Plan	People
National New Born Health Policy	People
National Nutrition Policy 2016-2026	People
National Reproductive Health Policy	People
National Settlement Upgrading Strategy	People
National Strategy & Multisectoral Action Plan for the Prevention & Control of Non-Communicable Diseases 2014-2020	People
National Urbanization Policy	People
National WASH Policy	People
Outbreak Manual 2012	People
Provincial Health Authority Act	People
Public Health Act (draft)	People
Public Hospitals Act	People
Tobacco Control Policy	People
Universal Basic Education Plan 2010–2019	People
Decentralization, and Service Improvement Programmes	Prosperity
Integrated Financial Management System implementation	Prosperity
Local Authorities	Prosperity
Public Expenditure and Financial Accountability assessments	Prosperity

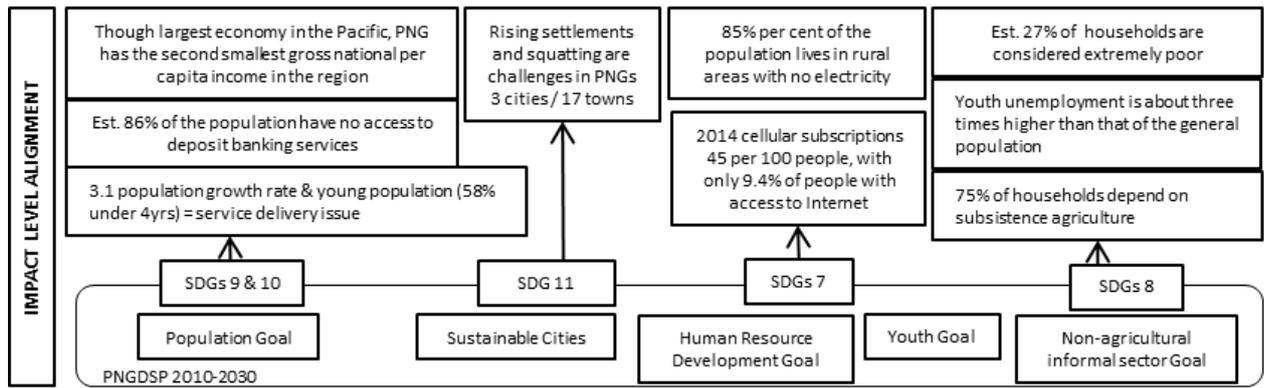
Public Financial Management Act 2016	Prosperity
Public Financial Management Roadmap reform programme	Prosperity
Climate Change Management Act 2015	Planet
Climate Compatible Development Strategy 2010	Planet
Conservation and Environment Protection Authority Act 2014	Planet
Conservation Areas Act	Planet
Disaster Management Act 1987	Planet
Disaster Risk Reduction and Disaster Management National Framework for Action 2005-2015	Planet
Interim Action Plan for Climate-Compatible Development 2010	Planet
National Disaster Mitigation Policy Framework for the National Climate Change Strategy and Action Plan 2010	Planet
National Disaster Risk Management Plan 2012	Planet
National Electricity Industry Policy	Planet
National Electricity Roll-Out Plan	Planet
National Energy Policy (draft)	Planet
National Parks Act	Planet
Office of Climate Change and Development Corporate Plan	Planet
Protected Areas Policy 2014	Planet
Behaviour Management Policy (in schools) 2009	Peace
Bougainville Peace Agreement and Joint Supervisory Body Resolutions	Peace
Bougainville Policy on Gender Equality and Women's Empowerment	Peace
Gender Equality and Women's Empowerment	Peace
National HIV Strategy	Peace
Planning and Monitoring Responsibility Act 2016	Peace
Trafficking in Persons National Action Plan 2015 -2020	Peace
Women Health Protection Bill	Peace

Annex III | Theory of Change Schematics

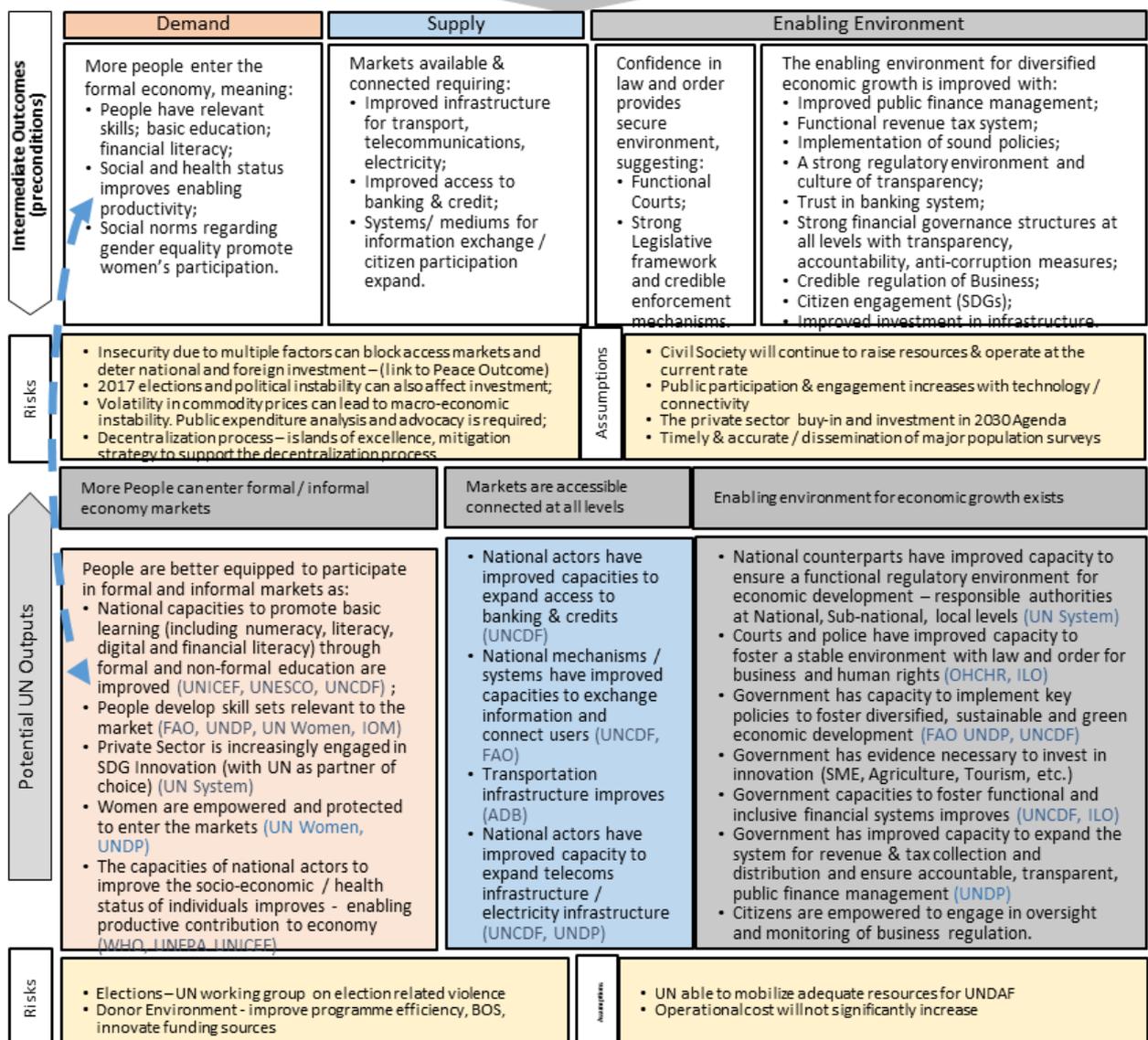


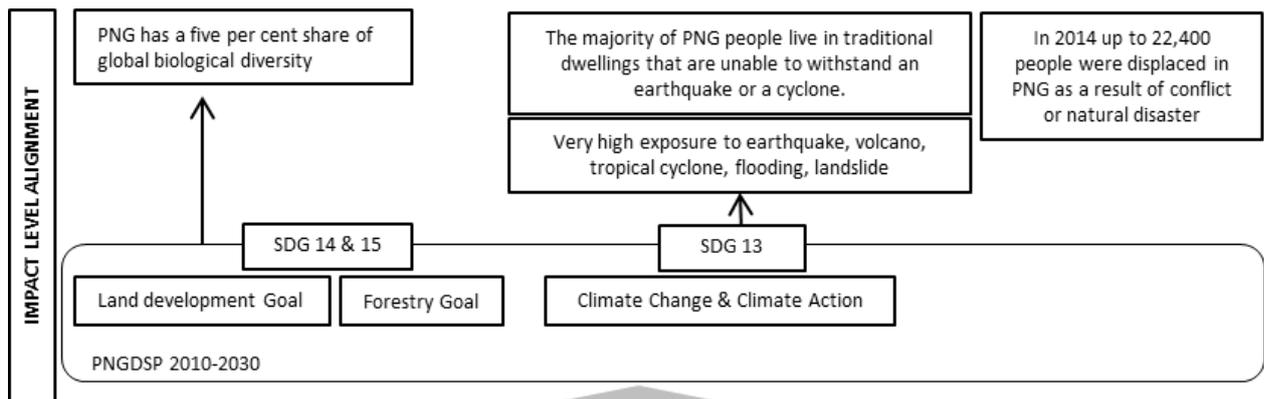
PEOPLE: By 2022, people in PNG especially the most marginalised and vulnerable have enhanced and sustained utilization of quality and equitable services, food security and social protection.



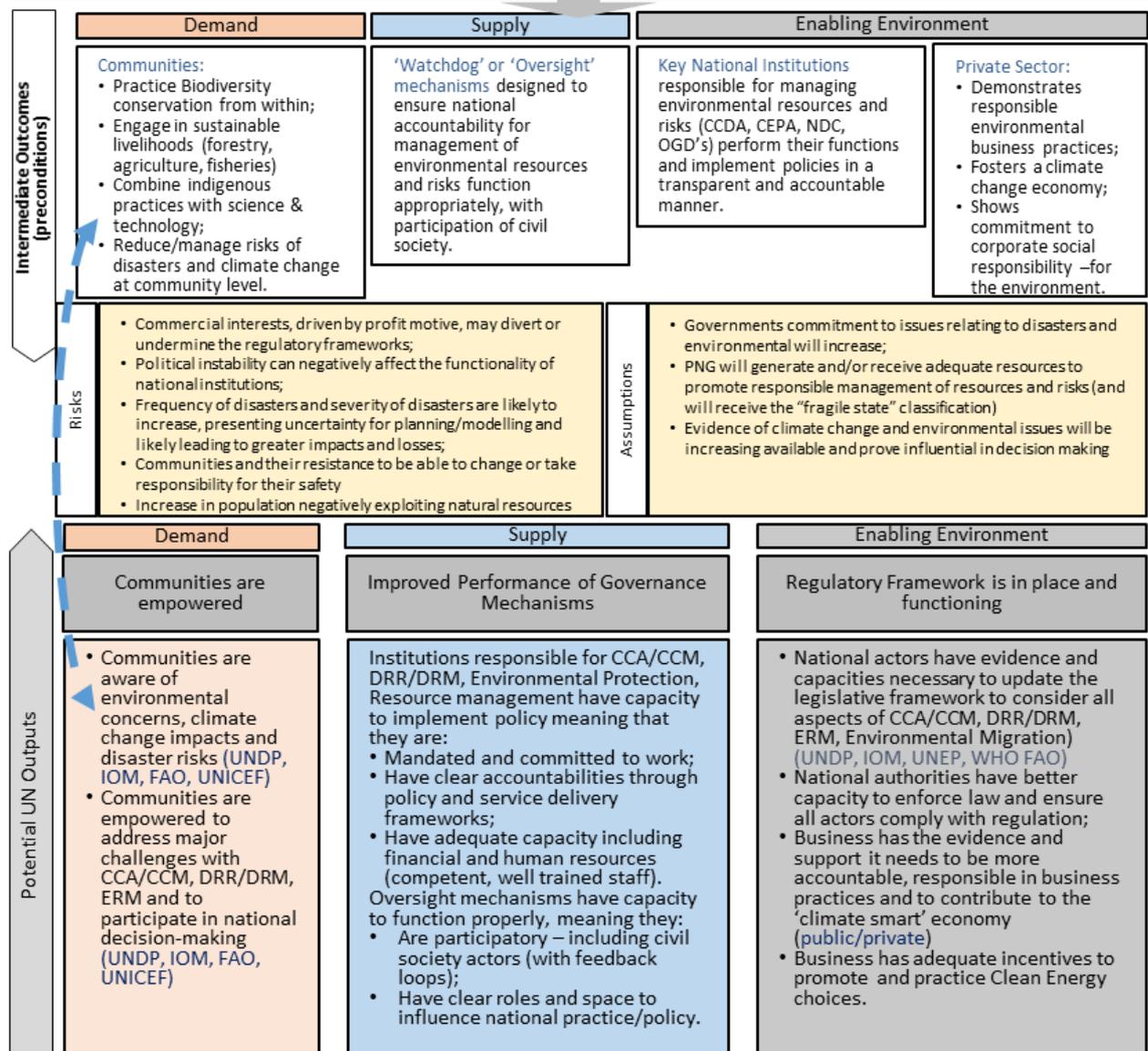


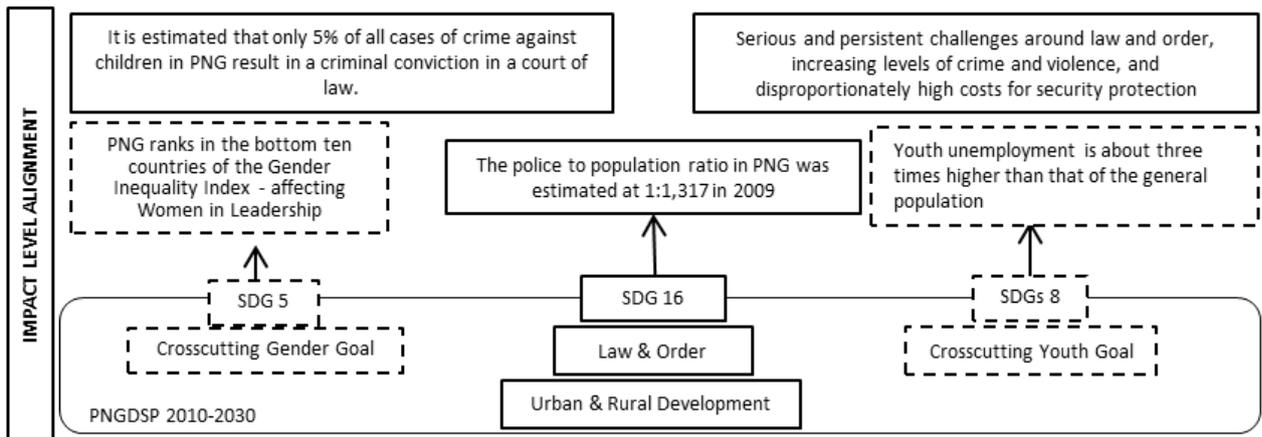
PROSPERITY: By 2022, all people in Papua New Guinea, in particular marginalised and vulnerable populations, benefit from shared prosperity & contribute to growth & development that is equitable & sustainable.





PLANET: By 2022, Papua New Guinea demonstrates improved performance in managing environmental resources and risks.





PEACE: By 2022, government and non-governmental institutions demonstrate improved transparency, accountability, delivery of justice and promotion of peace and security.

	Demand	Supply	Enabling Environment		
Intermediate Outcomes (preconditions)	Vibrant civil society that participates and does surveillance <ul style="list-style-type: none"> Freedom of expression Consultation and Participatory process when policies are being formulated (<i>organisation is required for participatory process, which required funding support</i>) 	Enforcement of laws /policies <ul style="list-style-type: none"> Functional Justice and Security Services is required (<i>requiring a functional Complaint Mechanism</i>) 	Access to reliable information and data	Existence of a culture of rights	Geographic Variance <ul style="list-style-type: none"> -Highlands – high levels of violence and tribal fighting -Bougainville – PBA
	Risks <ul style="list-style-type: none"> Deeply entrenched cultural norms. Mitigation – look for champions in the society to change some of these norms Data availability – it takes very long for data to be published. Mitigation – look at how can real-time approaches be adopted 		Assumptions <ul style="list-style-type: none"> Government is compliant with the International Treaties Civil society groups are willing and able to generate demand Space is there to mobilize civil society 		
Potential Outputs					
	<ul style="list-style-type: none"> Vibrant civil society that participates and does surveillance Resource mobilization and capacity building for civil society and faith based organizations Elimination of harmful cultural / traditional practices Awareness and behaviour change – peacebuilding, good governance, justice, referendum Involvement of marginalized / vulnerable groups Informal village courts 	<ul style="list-style-type: none"> Empowered Human Rights Defenders (UNDP, OHCHR, UN Women, IOM, UNAIDS, UNICEF) Strengthening law, justice, and security sector, agencies (OHCHR, UNICEF) Functional justice & security services at all levels (OHCHR, UNDP, IOM, UNICEF) Access to and use of reliable information and data (UNFPA, UNDP, UNICEF) Results based performance monitoring / incentives for public service reform (UNDP) 	<ul style="list-style-type: none"> Established National Civil Society Council, networks including for women) (UNDP, UN Women, UNAIDS UNFPA) Freedom of Expression (Consultation and participatory spaces) Strengthened enforcement of law / police (conflict) (UNDP, UNICEF, OHCHR) Policy on Decentralization (implementation) Role of Parliament and legislature (UNDP, UNFPA, UNICEF, IOM, OHCHR) Culture of Accountability Establish a Human Rights Commission and Peacebuilding (UNDP, UN Women, UNICEF, UNFPA, OHCHR, IOM) Functional compliant mechanisms at National and sub-National level (OHCHR) Creation of Independent Commission against Corruption and development of capacity for ICAC (UNDP) Weapons disposal / Good Governance (Bougainville – UNDP) 		

Annex IV | Results & Resources Framework

UNDAF Results Matrix 2018-2022

UNDAF Results Matrix- Outcome 1 - People								
National Development Priorities or Goals- Vision 2050, Strategy for Responsible Sustainable Development 2014, Development Strategic Plan 2010-2030								
Medium Term Development Plan. For Sectoral policy alignment, please see <i>National Alignment Annex II</i> .								
Sustainable Development Goals- 1, 2, 3, 4, 5, 6, 10, 16, & 17								
Outcome / Sub-Outcomes	Indicators	Baseline	Target	Means of Verification / Data Source	UN & Partners	Common Budgetary Framework		
						Total Required USD million	Projected to be available USD million	Resources to be generated USD million
People Indicative Budget 2018-2022						\$125	\$65	\$60
By 2022, people in PNG especially the most marginalised and vulnerable have enhanced and sustained utilization of quality and equitable services, food security and social protection.								
<i>Sub-Outcome 1.1</i> <i>By 2022, Papua New Guinea's social policies, plans and budgets promote inclusive human development, and actors in the social sectors are effectively led, regulated and coordinated</i>	1.1.1: Number of Human Rights Conventions recommended in UPR 2016 ratified Number of reports to International Human Rights Mechanisms recommended in UPR 2016 completed	1 (2012-2017) 1 (2012-2017- UPR 2016)	UPR recommend HR treaties for Ratification- 2: 1. CAT 2. CEDAW Optional Protocol UPR recommended HR mechanism reporting- 5: 1. ICCPR 2. ICESCR 3. CEDAW 4. CRC 5. Common Core Document	UPR Reporting, Treaty Body Reporting, Legislation & Policy Passed	<u>Overall lead Agency OHCHR, CRC lead UNICEF, CEDAW Optional Protocol lead UN Women</u> , all UN Agencies, Constitutional Law Reform Commission, DfCD, Prime Minister's Office and NEC, DJAG, NGO's & CSO's			

	<p>1.1.2: Percentage of seats held by women in national parliament and subnational elected office</p>	<p>2.7% (3 women national parliamentarians out of 111- 2016)</p> <p>10% (4 women Bougainville parliamentarians out of 40- 2016)</p> <p>14.1% (45 LLG women presidents out of 319- 2016)</p>	<p>9% (10 women national parliamentarians- TBC post 2017 election)</p> <p>15% (6 women Bougainville parliamentarians)</p> <p>17% 2018 (55 LLG women presidents) & 20% 2022 (65 LLG women presidents)</p>	<p>UNDP Reports, UN Women Reports, Beijing +20 Report</p>	<p>Lead Agency UN Women, UNDP, Government, NGOs and CSOs</p>			
	<p>1.1.3 Total Health Expenditure as a percentage of GDP (plus Total Health Expenditure per capita)</p>	<p>GDP 4% (NHA 2014) THE per capita \$92 (NHA 2014)</p>	<p>GDP 5% THE per capita \$100 (adjusted for inflation)</p>	<p>National Health Accounts (NHA) Reporting</p>	<p>Lead Agency WHO UNICEF, UNFPA, NDoH, DoF</p>			
<p>Sub-Outcome 1.2 <i>By 2022, national authorities (at central and decentralized levels) effectively manage and deliver social services in line with national standards and protocols</i></p>	<p>1.2.1: Proportion of births attended by skilled health personnel</p>	<p>TBC upon the release of DHS 2016</p>	<p>60%</p>	<p>Hospital/ RHCS Facility Records</p>	<p>Lead Agency UNFPA, WHO, UNICEF, Government, NGOs/FBOs</p>			
	<p>1.2.2: Pupil teacher ratio, Primary</p> <p>Pupil teacher ratio, Secondary (potential to disaggregate for focus provinces)</p>	<p>Primary- 32.6</p> <p>Secondary- 34.7 (NDoE, 2015)</p>	<p>Primary- 30.6</p> <p>Secondary- 32.7</p>	<p>National Department of Education Annual Reporting</p>	<p>Lead Agency UNICEF, UNESCO, Department of Education</p>			
<p>Sub-Outcome 1.3 <i>By 2022, people in PNG, especially the most marginalized and vulnerable, increasingly demand and use social and protective services</i></p>	<p>1.3.1: Percentage of adults and children on antiretroviral therapy among all adults and children living with HIV</p>	<p>53% (UNAIDS 2015)</p>	<p>80%</p>	<p>NDoH, Global AIDS Progress Report</p>	<p>Lead Agency UNAIDS, WHO, UNICEF, National AIDS Council Secretariat, NDoH, NGOs/FBOs</p>			
	<p>1.3.2: Gross completion rate at grade 8 (disaggregated by sex)</p>	<p>35% (NDoE 2014)</p> <p><i>UNICEF to support NDoE to produce sex disaggregated data in next EMIS report.</i></p>	<p>50% (with gender parity)</p>	<p>National Department of Education EMIS Annual Report</p>	<p>Lead Agency UNICEF, UNESCO, NDoE, NGOs & CSOs</p>			
	<p>1.3.3: Proportion of women aged 15-49 using any form of contraception</p>	<p>Baseline to be confirmed with 2016 DHS data</p>	<p>60%</p>	<p>RHCS Facility Surveys</p>	<p>Lead Agency UNFPA, WHO, Government, NGOs</p>			

	<p>1.3.4: A) Number of established and functioning Provincial GBV Secretariats</p> <p>B) Number of cases of GBV and violence against children (VAC) reported to Provincial GBV Secretariats (as a measure of the responsiveness of the system)</p>	<p>4 GBV Secretariats established and functioning (2016)</p> <p>GBV Secretariats Reporting 2016 (4 Provinces) No. of reported GBV cases: No. of reported VAC cases:</p>	<p>22 GBV Secretariats established and functioning</p> <p><i>UN Women to provide baseline data for GBV & VAC reporting in four pilot provinces, 2016- Target is 30% increase in reporting from baseline figure.</i></p>	<p>Provincial GBV Secretariats annual reports</p>	<p>Lead Agency UN Women, UNDP, UNFPA, UNICEF, WHO, IOM, OHCHR, DfCD, RPNGC, NDoH, FSV Secretariat</p>			
UNDAF Results Matrix - Outcome 2 - Prosperity								
National Development Priorities or Goals- Vision 2050, Strategy for Responsible Sustainable Development 2014, Development Strategic Plan 2010-2030								
Medium Term Development Plan. For Sectoral policy alignment, please see <i>National Alignment Annex II.</i>								
Sustainable Development Goals- 2, 8, 9, 10, 11, 16 & 17								
Outcome / Sub-Outcomes	Indicators	Baseline	Targets	Means of Verification / Data Source	UN & Partners	Common Budgetary Framework		
						Total Required USD million	Projected to be available USD million	Resources to be generated USD million
Prosperity Indicative Budget 2018-2022						\$30	\$7	\$23
By 2022, all people in Papua New Guinea, including marginalized and vulnerable populations, benefit from shared prosperity and contribute to growth and development that is equitable, inclusive and sustainable.								
<p>Sub-Outcome 2.1 <i>By 2022, Papua New Guinea has a strong legislative framework, credible enforcement mechanisms and governance structures at all levels enabling equitable and diversified economic growth</i></p>	<p>2.1.1 Adoption of gender sensitive National Employment Policy (strengthened application of ILO fundamental and governance Conventions ratified by PNG)</p>	<p>Employment Policy Convention C. 122 ratified (1976), no existing formal National Employment Policy (2016)</p>	<p>Formal launch of National Economic Policy and implementation in line with ILO Employment Policy Convention (C. 122)</p>	<p>Policy adopted</p>	<p>Lead Agency ILO, UN Women, UNDP, Dept. of Labour & Industrial Relations, Employers Federation of PNG, PNG Trade Union Congress</p>			
	<p>2.1.2: Percentage of non-resource (non-Oil, Gas Extraction and Mining/Quarrying) Gross Domestic Product in per capita real growth rates</p>	<p>1.8% (2012-2015)</p>	<p>3% (cumulative from 2018-2022)</p>	<p>IMF Article IV PNG Country Reports</p>	<p>Lead Agency UNCDF, UNDP, IOM, Department of Finance, SME Council</p>			

Sub-Outcome 2.2 <i>By 2022, Papua New Guineans have increased access to, and utilization of, financial services and markets with enhanced opportunities to participate in the labour market contributing to equitable and sustainable inclusive growth</i>	2.2.1: Percentage of adults (15+ years) with an account at a bank or other financial institution (SDG indicator 8.10.2)	37% (PNG National Financial Inclusion Strategy 2016-2020) <i>UNCDF to support gender disaggregation of baseline through follow up with BPNG and CEFI</i>	65% (with gender parity)	BPNG Reports	Lead Agency UNCDF, UNICEF, BPNG, Dept. of Finance			
Sub-Outcome 2.3 <i>By 2022, Papua New Guineans participate in formal and informal income generation and have increased capacity to contribute to inclusive national growth</i>	2.3.1: Adult literacy rate, population 15+ years, both sexes (percentage)	63.433% Male 65.06% Female 61.773% (UNESCO 2015)	75% (with gender parity)	UNESCO Institute for Statistics Pacific Islands Literacy and Numeracy Assessment, PNG Census	Lead Agency UNESCO, UNCDF, UNICEF, NDoE, NGOs/FBOs			
	2.3.2 Food insecurity prevalence rate (percentage of population aged 15+ years who are food insecure) Reduction in prevalence of stunting in children under five years	DHS 2016 49.5% (Global Hunger Index 2011-2015)	5% cumulative reduction by 2022 5% cumulative reduction by 2022	Department of Agriculture and Livestock reports, FAO reports Global Hunger Index Annual and Cumulative Reporting	Lead Agency FAO, UNICEF, IOM, Department of Agriculture and Livestock, National Department of Health, Government, NGOs/FBOs Lead Agency UNICEF			

UNDAF Results Matrix - Outcome 3 - Planet

National Development Priorities or Goals- Vision 2050, Strategy for Responsible Sustainable Development 2014, Development Strategic Plan 2010-2030

Medium Term Development Plan. For Sectoral policy alignment, please see *National Alignment Annex II*.

Sustainable Development Goals- 2, 4, 7, 11, 12, 13, 14, 15, 16 & 17

Outcome / Sub-Outcomes	Indicators	Baseline	Targets	Means of Verification / Data Source	UN & Partners	Common Budgetary Framework		
						Total Required USD million	Projected to be available USD million	Resources to be generated USD million
Planet Indicative Budget 2018-2022						\$89	\$15	\$74

By 2022, Papua New Guinea demonstrates improved performance in managing environmental resources and risks emanating from climate change and disasters.								
Sub-Outcome 3.1 By 2022, PNG has strengthened legislative and policy frameworks with institutional support for natural resources management including climate change mitigation, adaptation and disaster risk reduction	3.1.1: Number of sectoral policies, legislation, plans and strategies integrating environmental protection and sustainable resource management endorsed by PNG Government	7 policies: National Protected Area Policy 2014, Maritime Zone Act 2015, Environment Act (Amendment) 2014, CEPA Act 2014, Conservation Act (Amendment) 2014, Crocodile Trade Act (Amendment) 2014, Fauna (Control) Act (Amendment) 2014	An additional 5 legislation/policies/ strategies 2 Natural Resource Management and Environment Protection Policies/Laws Forestry policies, REDD+ Policy and Strategy, Safeguards policies,	Protected Areas Implementation Plan and PNG's 6th National Report to UNCBD	Lead Agency UNDP, FAO, UNEP, IOM, CEPA, CCDA, PNGFA, MRA, NFA, DAL, DLPP, EU, JICA, ADB, PNG Power, TCA, TKCP, WCS			
	3.1.2: Number of sectoral policies, legislation, plans and strategies that incorporate Climate Change and Disaster Risk Management strategies	7 Medium Term Development Plan 2012-2017, Development Strategic Plan 2010-2030, Vision 2050, Strategy for Responsible Sustainable Development (2014), Climate Change Management Act, Climate Change Compatible Development Strategy, Electricity Industry Policy	6 Medium Term Development Plan 2018-2022, & 2 additional sector strategies, Renewable Energy policies, Biannual Updated Report, Third National Communications	NEC Submissions, Reports from Stakeholder Consultations on Policy and Laws, Project Reports	Lead Agency IOM, UNDP, WHO, IOM, UNICEF, NDC, NDoE, NDoH, CEPA, CCDA, NWS, NMSA, DFAT, WB, ADB & Civil Society			
Sub-Outcome 3.2 By 2022, PNG has enhanced capacity to address climate and disaster risks, deliver clean and affordable energy, improve management and conservation of forest and marine ecosystems	3.2.1: Percentage of PNG land area, including marine environment, identified and established as a Protected Area	Land and sea - 1.96 m Hectares (4.23%- 2016)	Additional 350,000 hectares gazetted as a Protected Area (0.9%)	CEPA Registry of protected areas. National Biodiversity Conservation Action Plan. c) 6 th National Report on Biodiversity to UNCBD, National Forest Inventory	Lead Agency UNDP, UNEP, FAO, UNOPS, CEPA, PNGFA, NFA & Civil Society			
	3.2.2: Score in INFORM Index for Risk Management on Vulnerability and Coping Capacity	Vulnerability 5.7/10 (High-2017) Coping Capacity 7.7/10 (Very High- 2017)	Vulnerability 4/10 (Medium) Coping Capacity 5/10 (High)	Inform Index Annual Reports	Lead Agency UNDP, IOM, UNICEF, WHO, FAO, WFP, National Disaster Centre, Provincial Disaster Offices, World Bank, Red Cross, NGOs & FBOs			

Sub-Outcome 3.3 <i>By 2022, people, particularly marginalized and vulnerable, are empowered to manage climatic risks, develop community resilience and generate development opportunities from protection of land, forests and marine resources</i>	3.3.1: International environment and climate financing mobilised for Papua New Guinea 2018-2022(Green Climate Fund, Global Environmental Facility)	Global Environment Facility- \$26,736,677 (2012-2017) Green Climate Fund- \$0 (2012-2017)	Global Environment Facility- \$25,000,000 Green Climate Fund- \$50,000,000	Project Cooperation Agreements, GEF & GFC Annual Financial Reporting	Lead Agency UNDP , UNEP, FAO, IOM, WHO, CEPA, CCDA, NDC, PNGFA, NGOs, CSOs			
---	---	--	---	--	---	--	--	--

UNDAF Results Matrix - Outcome 4 - Peace

National Development Priorities or Goals- Vision 2050, Strategy for Responsible Sustainable Development 2014, Development Strategic Plan 2010-2030

Medium Term Development Plan. For Sectoral policy alignment, please see *National Alignment Annex II*.

Sustainable Development Goals- 5, 8, 16, & 17

Outcome / Sub-Outcomes	Indicators	Baseline	Targets	Means of Verification / Data Source	UN & Partners	Common Budgetary Framework		
						Total Required USD million	Projected to be available USD million	Resources to be generated USD million
Peace Indicative Budget 2018-2022						\$20	\$3	\$17
By 2022, government and non-governmental institutions demonstrate improved transparency, accountability, delivery of justice and promotion of peace and security								
Sub-Outcome 4.1 <i>By 2022, government agencies and non-government organizations working on good governance, peace and security have capacity and leadership to undertake measures to combat corruption, prevent violence and provide access to justice</i>	4.1.1: Score in annual Worldwide Governance Indicators (World Bank) on Rule of Law and Government Effectiveness	Rule of Law 19/100 Government Effectiveness 30/100 (2016)	Rule of Law 24/100 Government Effectiveness 35/100	Worldwide Governance Indicators- World Bank Annual Reporting	Lead Agency OHCHR , UNDP, UNICEF, UN Women, IOM, WHO, UNCDF, ILO, UNFPA, UN Habitat, DNPM			
	4.1.2: 3 pillars of the Bougainville Peace Agreement implemented	A target date of June 15, 2019 set by JSB for referendum No Post-referendum plan BPA implementation 2016 & 2017- ongoing.	National Government and ABG Joint Supervisory Body Meeting agreements, resolutions and action Plans delivered within agreed timeframes: Independent agency to conduct referendum	Resolutions passed by the National Government and ABG Joint Supervisory Body to enable the referendum and post-referendum support	Lead Agency UNDP , UN Women, Department of Prime Minister and NEC, ABG			

			<p>established, resourced and functioning (2019)</p> <p>Weapons disposal plan and strategy implemented (2019)</p> <p>Good governance assessment conducted (2019)</p>					
<p>Sub-Outcome 4.2 By 2022, government agencies have a results based, transparent and accountable governance system and equitable delivery of services</p>	<p>4.2.1: Ranking and score in Economist Intelligence Unit Democracy Index, overall, political participation and functioning of government</p>	<p>Ranking 75/167</p> <p>Overall Score 6.03/10</p> <p>Political Participation 3.89/10</p> <p>Functioning of government 6.07/10 (2016)</p>	<p>Ranking 70/167</p> <p>Overall score 7/10</p> <p>Political Participation 5/10</p> <p>Functioning of government 7/10</p>	<p>Economist Intelligence Unit Democracy Index</p>	<p>Lead Agency UNDP, UNICEF, UN Women, UN Habitat, IOM, OHCHR, WHO, ILO, UNFPA, DNPM</p>			
<p>Sub-Outcome 4.3 By 2022, people in PNG live in a safe and secure environment that allows them freedom to exercise their political, social, economic, civil and cultural rights enshrined under the Constitution</p>	<p>4.3.1: Existence of functioning and resourced National Human Rights Commission</p>	<p>Recommendation from the 2016 UPR: establishment of a National Human Rights Commission</p>	<p>Establishment of functional and resourced National Human Rights Commission</p>	<p>Recommendations from the 2016 UPR and other convention/ treaty reporting/Reports of UN Special Rapporteurs.</p>	<p>Lead Agency OHCHR, UNDP, UNICEF, UNFPA, UN Women, IOM, Department of Justice and Attorney General, Department for Community Development, Ombudsman Commission</p>			