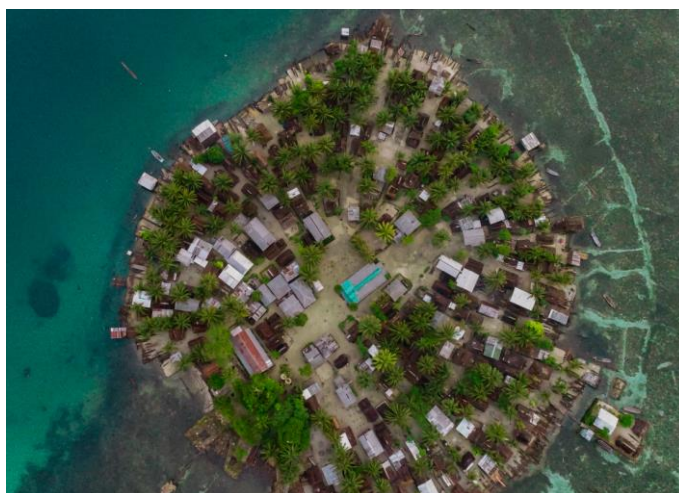


Evaluation of the UNDP Country Programme Document (2018 – 2022)

Papua New Guinea



Final Report

16 November 2022

Independent Evaluation Consultants

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| Project/outcome Information | | |
|---|--------------------------------------|--------------------------------|
| Project/outcome title | | |
| Atlas ID | | |
| Corporate outcome and output | | |
| Country | Papua New Guinea | |
| Region | Asia / Pacific | |
| Date project document signed | | |
| Project dates | Start | Planned end |
| | | |
| Project budget | | |
| Project expenditure at the time of evaluation | | |
| Funding source | | |
| Implementing party¹ | | |
| Evaluation information | | |
| Evaluation type (project/outcome/thematic/country programme, etc.) | Country Programme | |
| Final/midterm review/ other | Final | |
| Period under evaluation | Start | End |
| | January 2018 | November 2021 |
| Evaluators | Ian Holland & Alois Ralai | |
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| Evaluation dates | Start | Completion |
| | November 2021 | June 2022 |

¹ It is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan.

Acknowledgements

The Independent Evaluation Team would like to express its gratitude to the UNDP Papua New Guinea Country Office leadership and teams for their support to this exercise. We are also extremely grateful to Government counterparts and development partners for taking the time to participate in the semi-structured interviews. Special appreciation is due to UNDP colleagues and development partners in the provinces, and in particular, community representatives, who gave freely of their time and valuable insights during the field visits.

Code of Conduct

In pursuing this exercise, the evaluators have reviewed and completed to the best of their knowledge with the principles and requirements of: i) the UNDP Evaluation Policy (2019), which stems from General Assembly resolutions and UNDP Executive Board decisions; ii) the UNDP Evaluation Guidelines (June 2021); the United Nations Evaluation Group (UNEG) Ethical Guidelines for Evaluation (2020), and; UNEG Norms & Standards for Evaluation (2016). The independent consultants have undertaken to act with independence, impartiality, objectivity, professionalism and integrity at all times in line with the UNEG Code of Conduct.

Map of Papua New Guinea



Pictures on Front Cover: Courtesy of UNDP

List of Acronyms

| | |
|---|--|
| ACPIS - Anti-Corruption for Peaceful and Inclusive Societies (ACPIS) global UNDP programme. | MTDP - Medium-Term Development Plan |
| ADB - Asian Development Bank | MPs - Members of Parliament |
| ADR – Assessment of Development Results | MSME’s – Micro, Small & Medium Enterprises |
| APEC - Asia-Pacific Economic Cooperation | MTR - Mid-Term Review |
| AROB – Autonomous Region of Bougainville | NCDC - National Capital District Commission |
| BCF - Biodiversity and Climate Fund | NCE - Nature, Climate and Environment |
| BCP - Business Continuity Plan | NDC - National Disaster Centre |
| BRC - Bougainville Referendum Commission | NHDR – National Human Development Report |
| BRCC - Building Resilience to Climate Change | NRFP - National REDD+ Finance and Investment Plan |
| BRH - Bangkok Regional Hub | OECD-DAC - Organisation for Economic Co-operation and Development-Development Assistance Committee |
| CCDA - Climate Change Development Authority | PCAB - Provincial Capacity Building Programme |
| CCVAPs - Climate Change Vulnerability Assessments and Adaptation Plans | PIP - Priority Investment Plans |
| CEPA - Conservation Environment and Protected Authority’s | PMU - Programme Management Unit |
| CO - Country Office | PNG - Papua New Guinea |
| COP – Community of Practice | POP - Palm Oil Platform |
| CP – Country Programme | PSBO - Peace-Building Support Office |
| CPD - Country Programme Document | RBAP – Regional Bureau for Asia Pacific |
| COVID-19 - Coronavirus | RBM - Results-Based Management |
| DMT - Disaster Management Team | ROAR - Results-Oriented Annual Reports |
| DPPA - Department of Political and Peace-building Affairs | SDGs – Sustainable Development Goals |
| DRR - Disaster Risk Reduction | SEIA - Socio-Economic Impact Assessment |
| EU – European Union | SOE - State of Emergency |
| FAO – Food & Agriculture Organisation | SOP - Standard Operational Procedures |
| FREAGER - Facilitating Renewable Energy and Energy Efficiency Project | STREIT – Support to Rural Entrepreneurship, Investment and Trade Project |
| IA - Implementing Agency | SSTC - South-South Technical Cooperation |
| ICCG - Inter-Cluster Coordination Group | TI - Transparency International |
| ICT – Information Communications Technology | TOC - Theory of Change |
| IFMS - Integrated Finance Management System (IFMS) | TORs – Terms of Reference |
| ILO – International Labour Organisation | USD – United States Dollars |
| INFF - Integrated National Financing Framework | UNCDF – United Nations Capital Development Fund |
| IOM – International Office for Migration | UNDAF – United Nations Development Assistance Framework |
| ITU – International Telecommunications Union | UNDSS – United Nations Department for Safety & Security |
| GBV – Gender Based Violence | UNEG - United Nations Evaluation Group |
| GEF - Global Environment Facility | UN-ESCAP – United Nations Economic and Social Commission for Asia and the Pacific |
| UNDS – United Nations Development Services | UNJP - UN Joint Programme |
| GDP – Gross Domestic Product | UNRC UN Resident Coordinator |
| GPN - Global Policy Network | VAWG – Violence Against Women & Girls |
| LGBTI - Lesbian, Gay, Bisexual, Transgender and Intersex | VfM - Value for Money |
| LNOB - Leave no one behind | VNR - Voluntary National Review |
| M&E Monitoring and Evaluation | YP – Young People |

Executive Summary

This report assesses the results and achievements of UNDP support in advancing the key CPD development priorities of ‘Peace’, ‘Prosperity’ and ‘Planet’ as aligned to the United Nations Development Assistance Framework (UNDAF) for Papua New Guinea (2018 – 2022).^{2,3}

The CPD describes a programme rationale situated in a development context in which PNG did not manage to achieve all of its Millennium Development Goals and has a relatively low Human Development Index.⁴ Whilst overall development progress is being achieved, weaknesses in governance capacities, service delivery and natural resource management, alongside issues of social cohesion, including high levels of gender based-violence, featured as major development challenges summarized in the CPD.

The CPD integrated the Sustainable Development Goals (SDGs) across its three-pronged strategy, summarised in Figure 1 below:

Figure 1. The CPD Pillar Focus on Specific SDGs

| CPD Pillar | SDGs | | | | | | |
|------------|--------------|--------------------|---------------------------------------|-------------------------|---------------------------------------|----------------------|-------------------------------|
| Peace | | | 5 GENDER EQUALITY | 8 ECONOMIC GROWTH | 16 PEACE AND JUSTICE | | |
| Prosperity | 1 NO POVERTY | 8 ECONOMIC GROWTH | 9 INNOVATION AND INFRASTRUCTURE | 10 REDUCED INEQUALITIES | 11 SUSTAINABLE CITIES AND COMMUNITIES | 16 PEACE AND JUSTICE | 17 PARTNERSHIPS FOR THE GOALS |
| Planet | | 7 RENEWABLE ENERGY | 11 SUSTAINABLE CITIES AND COMMUNITIES | 13 CLIMATE ACTION | 14 LIFE BELOW WATER | 15 LIFE ON LAND | |

The CPD was also aligned to national development priorities, for example, as set out in the Papua New Guinea Vision 2030:⁵

Peace – promoting inclusive governance, justice and peace.

This first pillar of the CPD aligned to the national priorities of: 1. ‘Security and international relations’, and; 2. ‘Inclusive, democratic, participatory, accountable, and transparent governance’. It related specifically to SDGs 5, 8, 16 and 17.

It also accorded with UNDAF outcome 4 (Peace): ‘By 2022, government and non-governmental institutions demonstrate improved transparency, accountability, delivery of justice and promotion’.

CPD outputs under pillar 1 included:

1.1: Institutions have strengthened systems and capacities to perform their functions, roles and responsibilities in support of good governance, service delivery, democracy, peace and security.

² For the full description of UNDAF outcomes and UNDP CPD outputs to be delivered, and our assessment of progress achieved per outcome and output area, please see Table 2 below “Overall Summary ‘Heat Map’ of Progress CPD PNG (2018 – 2022)”.

³ United Nations Development Assistance Framework for Papua New Guinea (2018 – 2022): <https://papuanewguinea.un.org/en/17428-united-nations-development-assistance-framework-2018-2022>

⁴ 0.549 in 2017 (in fact PNG remained at 0.549 in the period 2016 – 2019), ranking it 154 out of 188 countries worldwide in 2020. Source: <https://hdr.undp.org/sites/default/files/Country-Profiles/PNG.pdf>

⁵ See also Figure 2. in the main body of the report below.

1.2: Increase in women's participation in decision-making and representation in leadership positions.

1.3: The Bougainville referendum is supported to conduct free and fair elections, and post referendum strategies with the two governments are formulated.

UNDP Signature Solutions 2, 3 and 6 regarding 'Governance for peaceful, just, and inclusive societies', 'Crisis prevention and increased resilience' and 'Women's empowerment and gender equality' were particularly relevant to objectives of this pillar.

Prosperity – inclusive and sustainable growth.

The second pillar of the CPD aligned with several national priorities: 1. 'Human capital development, gender, youth and people empowerment'; 2. 'Institutional development and service delivery'; 3. 'Poverty reduction, wellbeing, livelihoods and social protection, access to essential services'; 4. 'Equitable, fair and just – between and within countries and between generations'. It related to SDGs 1, 8, 9, 10, 11, 16 and 17.

The corresponding UNDAF outcome stated: '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'.

CPD outputs under pillar 2 included:

2.1: National systems strengthened to support growth of sustainable and inclusive entrepreneurship.

2.2: SDGs integrated and localized into public development plans, budgets and monitoring and evaluation frameworks and data systems developed to monitor progress.

The UNDP Signature Solution 1 in regard to keeping people out of poverty was somewhat relevant to this priority areas.

Planet – sustainable management of natural resources, biodiversity conservation. Strengthened climate and disaster resilience.

The third pillar of the CPD also aligned to a number of national priorities: 1. 'Environmental sustainability and climate change'; 2. 'Retains and provides biodiversity and ecosystems and services'; 3. 'Is resilient to risks and shocks'; 4. 'Is a means for achieving sustainable development goals'. SDGs 7, 11, 13, 14 and 15 were the focus of this area.

Likewise, the UNDAF outcome records: 'By 2022, Papua New Guinea demonstrates improved performance in managing environmental resources and risks emanating from climate change and disasters.'

CPD outputs under pillar 3 included:

3.1: Legislation, policy and strategic plans for climate-proofing, conservation, sustainable use of natural resources and disaster risk management in place.

3.2: Capacities of communities and public officials enhanced to manage protected areas and address climate and disasters risks.

UNDP Signature Solutions 4 and 5 were very relevant to this objective, in relation to ‘Environment: nature-based solutions for development’, and ‘clean, affordable energy’.

Implementation of the CPD was heavily impacted by the COVID-19 pandemic. The findings section below confirms that the CPD was responsive to crises, including the Highlands earthquake of February 2018. UNDP undertook the socio-economic impact assessment and carried out a number of emergency support measures to the health sector.

Overview of evaluation objectives and methodology

The evaluation followed the OECD DAC principles clustered around key criteria of: i) relevance; ii) coherence; iii) effectiveness; iv) efficiency, and; v) sustainability. The evaluation also enquired as to CPD responsiveness to COVID and the integration of human rights and gender equality.

A sample of twenty projects were used as the basis of the evaluation. The evaluation methodology triangulated data from three primary activities:

- i) A systematic desk review of a) National Policy documents; b) UN/UNDP Strategic Documents and UNDP Implementation; c) Project Mid-Term Reviews and Terminal Reports
- ii) A series of semi-structured interviews with a total of CO staff and development partners during December 2021 and January 2022.
- iii) A field visit conducted between 26 January and 5 February 2022 to inspect project sites and interview local development partners and beneficiaries in three provinces; a) the Autonomous Region of Bougainville; b) West New Britain, and; c) East Sepik.

The evaluation faced a number of constraints, chief among these was due to the COVID-19 pandemic, which meant that the international evaluator was unable to enter the country.

Key Findings

The **key findings** of the evaluation set out below are organized in accordance with the OECD DAC evaluation criteria.

Relevance:

Finding 1. Implementation of the CPD has enabled UNDP to provide highly relevant raft of policy support, combined with thought leadership, strongly aligned to national development priorities, especially in respect to building and sustaining peace, tackling gender-based violence (GBV) and promoting gender equality and women’s empowerment, as well as in sustainable natural resource management (NRM).

Effectiveness:

Finding 2. UNDPs peace and governance pillar has yielded some particularly important development results in the areas of institutional strengthening of parliamentary committees, anti-corruption initiatives, the provincial roll out of the Integrated Finance Management System (IFMS), ongoing support for the Bougainville peace process and related Referendum Commission, and in mobilizing the political capital and legislative and policy frameworks required to raise attention and tackle GBV as a serious nationwide blight.

Finding 3. Despite the efforts of the CO, collaboration with the extractive sector, or a strategic partnership with the private sector is yet to be realized, and although some South-South Technical

Cooperation (SSTC) ventures have progressed, proof of concept and readiness for scalable, economically viable, sustainable development results in this regard have yet to be achieved.

Finding 4. A succession of GEF financed projects has delivered commendable results, in particular associated with the expansion and financing of the network of Protected Areas and the establishment of the Biodiversity and Climate Fund (BCF), however, there is yet more potential for UNDP to be able to support sustainable development pathways that better integrate and leverage Papua New Guinea's economic, social and environmental potential.

Efficiency:

Finding 5. The CO has maintained a good overall level of financial and programmatic delivery (see Table 3, Table 4 and Figure 5 below). This has been accomplished despite operational difficulties presented by Papua New Guinea's unique geographic characteristics, capacity challenges, and of course, the COVID-19 lockdowns and impacts. Since 2014, the volume of programme funds has approximately doubled. However, a number of projects in the pre-COVID phase of CPD implementation experienced delays in recruitment, procurement and disbursements.

Finding 6. Whilst the CPD is strategic, comprehensive and coherent, there is no Theory of Change underpinning it, no Mid-Term Review took place, there is an absence of programme or outcome reviews that look at the combined effects of individual project implementation. Stronger alignment between the Country Office organisation structure to initiatives CPD priority areas are possible.

Coherence & Partnerships:

Finding 7. The CO has demonstrated some examples of internal programmatic and functional coherence and synergies through implementation of the CPD, and there is appetite within the teams for more integration. The CO is engaged in seven UN joint programmes which enable strong UN coordination and development effectiveness.

Finding 8. In terms of external coherence, the CPD fits well within the context of major development partner programmes and the CO has expanded and diversified its partnerships and financing through cooperation agreements with new development partners, and significantly, with both national and sub-national tiers of Government.

Sustainability:

Finding 9. The sustainability of the major UNDP interventions at the national level is promising, as evidenced by legislative, policy and regulatory progress that has been achieved at the central level, with a number having been fully institutionalized.⁶ Sustainability appears weaker at the sub-national level. A further risk to sustainability is the frequent churning of national counterpart staff in Ministries.

Crisis/COVID-19 Response:

Finding 10. The country programme was found to be quick in responding to national crises, such as the 2018 Central Highlands earthquake, and the COVID-19 pandemic. In responding to the earthquake UN teams, including UNDP, encountered periodic bouts of inter-communal violence, which gave rise to additional peace-building work.

Human Rights & Gender Equality:

⁶ Such as the National Policy on Protected Areas

Finding 11. Human rights in general, and gender equality in particular, have been prominent in the design and implementation of the CPD, within what is acknowledged to be an extremely challenging environment for women. UNDP PNG should be commended for positioning itself so prominently in this regard and against this backdrop important results have been accomplished. Parliamentary committees have been established to foster political leadership, support women candidates in electoral processes, promote advocacy, engage women in peace-making processes, and create national and sub-national frameworks and policies through which to advance gender equality, the empowerment of women and to combat gender-based violence. These are all significant milestones in moving forward a theory of change. Yet further work is still required to show demonstrable change in the attitudes and behaviours of the population at the level of impact.

Overall assessment

Based on the findings and analysis carried out the overall assessment of the CPD in accordance with the OECD DAC evaluation criteria is set out in Table 1 below.

Table 1: CPD Evaluation Overall Assessment

| Criteria | PERFORMANCE RATING | | | | |
|----------------------------|--------------------|-----|---------|------|------|
| | Poor | Low | Average | Good | High |
| Relevance | ■ | ■ | ■ | ■ | ■ |
| Effectiveness | ■ | ■ | ■ | ■ | ■ |
| Efficiency | ■ | ■ | ■ | ■ | ■ |
| Coherence and Partnerships | ■ | ■ | ■ | ■ | ■ |
| Sustainability | ■ | ■ | ■ | ■ | ■ |
| Human Rights | ■ | ■ | ■ | ■ | ■ |
| Gender Equality | ■ | ■ | ■ | ■ | ■ |

Conclusions

Conclusion 1. UNDP is strategically positioned as a longstanding, trusted and dependable partner to the Government through its ability to comprehensively link global knowledge networks to support the implementation of national development priorities across the breadth of the development landscape in Papua New Guinea.

Conclusion 2. UNDP is particularly well positioned as a knowledge leader and strategic partner in the environment, natural resource management and climate change sector, with the potential to further leverage its position for higher value policy positions at the intersection of economic development and sustainable development.

Conclusion 3. The Country Programme has been effective in two of its three outcome areas, and has made good progress in seven of its eight outputs (see Table 2 on page 10 below).

Conclusion 4. Having achieved good programmatic and functional coherence, the CO has managed to maintain a strong commitment to UN joint programming whilst continuing to evolve and diversify its partnerships to include new development partners and financing, including with Government.

Conclusion 5. Human rights, women’s equality, the empowerment of women and the prevention of violence against women (GBV) feature prominently in the design and implementation of the CPD, and a dedicated CPD output led to programming that helped secure early national level leadership to the issue, which is of critical importance, given the exceptionally challenging development needs in this area.

Recommendations

Recommendation 1. Within the next CPD, seek an upstream re-positioning of UNDP as a strategic partner in the national development dialogue, leveraging its engagement in the environment/climate sector, given this sector’s centrality to national economic and social prosperity.⁷ In the process, policy and programme capabilities in the natural resources / minerals extraction sector should be strengthened, leading on from the important NHDR analysis, which can help reposition UNDP at the critical intersection between economic growth and sustainable environmental development, contributing in turn towards revenue generation and private sector investment in the SDGs. *[CO, support from BRH].*

Recommendation 2. For the next CPD, Strengthen CO capacities to pursue active strategic partnerships with the private sector. This is critical for mobilizing the buy-in of the private sector in PNG to the 2030 Sustainable Development Agenda and realization of the SDGs. In line with UNDP Finance Sector Hub perceived opportunities in Sustainability Financing, investigate and glean experiences and lessons learned from various teams across UNDPs GPN that are at a more advanced stage of development in tapping capital markets, private sector partnerships and impact investing. This might include the Istanbul International Centre for Private Sector in Development, teams based in the Bangkok Regional Hub and bilaterally with Country Offices, such as Indonesia, Bangladesh and India for example, as well as revisiting UNDPs Private Sector and Foundations Strategy and other tools and knowledge products available via the SDG Integration / Finance Hub.⁸ *[CO].*

Recommendation 3. In the next CPD, put greater emphasis on human development (putting people at the centre of development), and in particular, the most vulnerable ‘Leave No One Behind’⁹ at risk groups in PNG society. Take greater advantage of UNDPs ‘poverty signature solution’ capabilities and insights in the next CPD cycle to advance people-centred development by building on the CO’s sub-national network and outreach to remote populations. Demonstrating local impact, simultaneous to national policy support, is critical in the PNG context, where social and economic indicators of progress appear static. In this regard the CO can further leverage policy options and recommendations generated from its COVID-19 analysis (e.g., on social protection, multi-dimensional poverty, etc.) and continue to document its experiences to build a better understanding of the unique characteristics that contribute to locally effective models of development in accordance with the national development plan objective of promoting ‘culturally appropriate development, the PNG way’ *[CO].*

Recommendation 4. Recognizing the complexities of operating in PNG and the growth (approximately doubling) of the programme budget over recent years (see Figure 6), the following

⁷ Part of this recommendation is not dissimilar to the Assessment of Development Results (2011), recommendation 4: “UNDP has responded to a number of Papua New Guinea’s environmental needs and is supporting government efforts to meet international commitments on biodiversity and climate change. However, the UNDP response has neither been cohesive nor strategic and the content and approach of UNDP interventions is influenced by funding sources. Considering the importance of a sustainable environment for Papua New Guinea, UNDP could have put in more efforts in supporting the government to integrate environment issues in national planning as a key development priority.” P.x Executive Summary ADR 2011.

⁸ <https://www.undp.org/partners/private-sector/private-sector-strategy>

⁹ <https://unsdg.un.org/2030-agenda/universal-values/leave-no-one-behind>

measures should be considered to improve the overall performance and functionality of the CPD in the next cycle [to the CO, and with support from BRH for b) e) and f) below]:

- a) Craft the next CPD on a robust theory of change, with clear interdependencies identified across the programme for improved integration, coherence, synergy and development effectiveness;
- b) Pilot a programmatic / portfolio approach to CPD design and implementation;
- c) Ensure higher quality systematic monitoring and evaluation at the level of programme (including thematic and outcome reviews and evaluations);
- d) Host an annual externally-oriented event for showcasing CPD programme level learning and results from implementation to strengthen the quality and accountability of reporting, and for the promotion of strategic national level policy dialogue and development effectiveness;
- e) Recognising the significant increase in the CO programme budget since 2014, it is timely to revisit the capabilities of the CO (horizontal, programmatic and operational) to ensure that it is equipped with the requisite skills, capacities and resources needed to implement an enlarged more integrated, demanding and decentralized programme over the next CPD cycle;
- f) Better leverage UNDPs regional and Global Policy Network and Communities of Practice in key areas for improved learning and exchange of development solutions throughout CPD implementation – key areas being private sector partnerships and sustainability financing;
- g) Promote more rigorous peer review of projects, and be aware of over-ambitious development targets and timelines at the project design stage. Seek to identify and respond to bottlenecks before they occur: i) invest in the training of key implementing partners (IPs) to build their critical capacities for working with UNDP; ii) enable greater agility through trouble-shooting to anticipate and minimize delays occurring to projects, with a particular focus on procurement and recruitment to permit greater adaptive operational flexibility.

Lessons Learned

Lessons Learned 1. Programmatic integration and LNOB impact are areas that are relatively weak across the CPD and which could be strengthened in the next CPD cycle. This would enable women and youth in particular to be more involved and affected by UNDP interventions. The portfolio of projects included in the CPD lent UNDP towards a powerful intervention of integrated development solutions at the local level, in addition to policy support at the level of Government. Projects however, in the main, have tended to be free-standing entities pursued by their programme units. And whilst those projects have succeeded in supporting legislative and policy change at the national level, some sub-national and community-oriented interventions have been less convincing and opportunities to achieve LNOB success have not been well documented. For example, the Community Based Forests and Coastal Areas Project, the two rounds of Protected Area Projects, the STREIT and FRAEGER projects, and Bougainville Project could arguably have baselined and recorded more local level disaggregated development results. Several terminal evaluations point to weaknesses in design and delays in implementation alongside inadequate baselines, and modest attempts to more fully engage women and youth in development for greater LNOB impact. Opportunity exists to exert greater integration across the portfolio and achieve greater impact on LNOB at risk populations, gender equality and youth empowerment in the design of the next CPD.

Lessons Learned 2. The CO attempts to create and cultivate saleable demonstration projects are admirable (for example via STREIT and FRAEGER) but a robust investment strategy has yet to come to fruition and requires a rigour more akin to the private sector to better enable success. For UNDP to undertake ambitious projects that prove marketable, scalable, profitable ventures in the economic and energy sectors requires considerable and specialised sector-based expertise, experience and know-how. Demonstration projects need to progress successively through a complex sequence of

market research, costing, investment, risk-sharing, piloting, proof of concept, through to going to scale through a sequence of stages. UNDP will need to invest in private sector mentality and capabilities in order to enable its demonstration interventions in these areas succeed.

Table 2. Overall Summary ‘Heat Map’ of Progress CPD PNG (2018 – 2022)¹⁰

| UNDAF Outcome | CPD Output | CPD Output Indicators |
|--|---|--|
| By 2022, government and non-governmental institutions demonstrate improved transparency, accountability, delivery of justice and promotion of peace and security. | 1.1: Institutions have strengthened systems and capacities to perform their functions, roles and responsibilities in support of good governance, service delivery, democracy, peace and security. 1.2: Increase in women’s participation in decision-making and representation in leadership positions. 1.3: The Bougainville referendum is supported to conduct free and fair elections, and post referendum strategies with the two governments are formulated. | 1.1.1 Improvement in parliamentary committees’ performance |
| | | 1.1.2: Change in citizen perceptions towards quality of service and citizen involvement identified through provincial citizen perception surveys |
| | | 1.1.3: Number of state entities at national, provincial and district levels adopt and implement the integrated finance management system (IFMS) |
| 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.[1] | 2.1: National systems strengthened to support growth of sustainable and inclusive entrepreneurship. 2.2: SDGs integrated and localized into public development plans, budgets and monitoring and evaluation frameworks and data systems developed to monitor progress. | 1.2.1: Number of political parties that commit to supporting female membership in parties and in executive roles |
| | | 1.2.2: Gender-based violence council established and in operation |
| | | 1.3.1: Bougainville Referendum Commission (BRC) established. |
| By 2022, Papua New Guinea demonstrates improved performance in managing environmental resources and risks emanating from climate change and disasters.[1] | 3.1: Legislation, policy and strategic plans for climate-proofing, conservation, sustainable use of natural resources and disaster risk management in place. 3.2: Capacities of communities and public officials enhanced to manage protected areas and address climate and disasters risks. | 1.3.2: Number of strategies developed to implement the outcomes of the 2019 referendum. |
| | | 2.1.1: Number of gender-disaggregated national and subnational baselines and diagnostics carried out in most vulnerable provinces to inform inclusive growth policy responses. |
| | | 2.1.2: Number of provinces with extractive industries that introduce inclusive local supply chain integration in partnership with UNDP |
| Key | | 2.1.3: Number of UNDP recommendations on fostering good business environment and private sector growth applied by the Government. |
| | | 2.1.4: Number of men and women benefitting from and participating in interventions related to renewable energy, environment and climate resilience |
| | | 2.2.1: Number of development plans, monitoring and evaluation frameworks and database analytical systems for SDG integration established. |
| | | 2.2.2: Resource requirement for SDG implementation addressed. |
| | | 2.2.3: Number of South-South cooperation agreements and programmes that deliver measurable and sustainable development benefits for participants. |
| | | 3.1.1: Number of strategic plans and regulatory frameworks developed (covering protected areas, REDD +, disaster risk management). |
| | | 3.1.2: Number of protected areas with effective financing systems in place. |
| | | 3.1.3: Number of multi-hazard provincial disaster and climate risk assessments that inform development plans, taking into account differentiated impacts |
| | | 3.1.4: Number of plans and sectors that incorporate climate change adaptation, disaster risk management and recovery (mainstreaming). |
| | | 3.2.1: Management effectiveness tracking tool (METT) scores over the project lifetime, reflecting management effectiveness of protected areas. |
| | | 3.2.2 Number of new climate early warning systems established in major rivers |
| | | 3.2.3: Percentage of minimum preparedness measures for disaster management team in Papua New Guinea are in place |
| | | 3.2.4: Disaster recovery funding incorporated into the Government’s disaster financing approach. |
| | | Evidence of good progress |
| | | Evidence of partial progress |
| | | No significant evidence of progress |

¹⁰ UNDP pursued the CPD drawing broadly on its six corporate cross-cutting ‘Signature Solutions’: 1. Keeping people out of poverty; 2. Governance for peaceful, just, and inclusive societies; 3. Crisis prevention and increased resilience; 4. Environment: nature-based solutions for development; 5. Clean, affordable energy; 6. Women’s empowerment and gender equality. Of these six, Signature Solutions 2, 4 and 6 were most obviously leveraged during implementation of the 2018 – 2022 CPD. Signature solution 1 was most absent, giving rise to recommendation 3 regarding LNOB and the corresponding signature solution on poverty.

Introduction

The evaluation of the UNDP Country Programme Document (CPD) for Papua New Guinea (2018 – 2022) was commissioned by the UNDP Country Office. As per the Terms of Reference, (Annex 1) its purpose is to assess the UNDP's contribution and performance in supporting the national development and priorities under the approved CPD.

The evaluation serves as an important accountability function, providing national stakeholders and development partners in Papua New Guinea with an impartial assessment of the results of UNDP support. Besides providing evidence of the relevance, effectiveness, efficiency, coherence and sustainability of the current programme, this end-of-cycle evaluation also reviewed the impact and response to the COVID-19, alongside cross-cutting issues of human rights and gender equality. The evaluation draws a number of conclusions, recommendations and lessons learned, which are also intended to be instructive for the development of new CP (2023-2027).

Evaluation Approach, Criteria and Methods

In consultation with the Country Office (CO) the consultants distilled a long-list of potential projects down to a manageable sample of 20 projects that were implemented during the life of the CPD (See projects list at Appendix 3). These projects reflected priorities across the three pillars of the CPD and satisfied the evaluability test. Hence, not all projects in the CPD portfolio were included in the evaluation. It is important to note that the CO is also engaged in initiatives and support that does not take the form of a formal project, for example, assistance provided by the CO to SDG planning and monitoring, and some areas of engagement with the private sector coalition.

Evaluation Questions

The original number of questions presented in the evaluation ToRs (Appendix 1) were 46 in number. The evaluation team clustered and consolidated these for the purpose of creating a practical framework for pursuing the desk review, semi-structured interviews and field visits. These appeared in the evaluation matrix (Appendix 2), which included the evaluation criteria.

Sources of Information and analysis

Three primary sources of information have been used to generate information for analysis in the course of the evaluation.

First, a comprehensive **desk review** of relevant documents and reports. Individual project reports and Results-Oriented Annual Reports (ROAR) for 2018, 2019 and 2020 were initially consulted to build a picture of progress against the original CPD; in particular the results framework. These findings were further tested during the course of the semi-structured interviews and field visits carried out with UNDP CO staff, development partners and national counterparts from various tiers of Government departments.

In summary, the three categories of document consulted were:

- **National Policy documents:** Papua New Guinea Vision 2050; PNG Development Strategic Plan 2010 – 2030; the Medium-Term Development Plan 2018 - 2022; Papua New Guinea's National Voluntary Review (NVR) (2020); National Human Development Report 'From Wealth to Wellbeing' (2014).
- **UN Strategic Documents:** The UNDP Strategic Plan, 2018-2021; The UNDP Strategic Plan, 2022 – 2025; The Papua New Guinea United Nations Development Assistance Framework (UNDAF) 2018

– 2022; UN Annual Progress Reports for PNG (2018, 2019, 2020); the UNDP CPD (2018 – 2022); Socio-Economic Impact Assessment of COVID-19 on Papua New Guinea, UNDP; COVID-19 Multi-Sector Response Plan, Disaster Management Team; plus, various UN Joint Programming Documents.

- **UNDP Implementation Reporting:** Results Orientated Annual Report (ROARs for 2018, 2019, 2020); Relevant UNDP Project Documents; Project evaluations, Mid-Term Reviews (MTRs) and annual reports.

The review of national policy and strategy documents set the context of development priorities within which the CPD was framed and oriented. Documents such as the NVR and NHDR provided more descriptive and incisive analysis of development challenges, including progress towards the Sustainable Development Goals (SDGs).

The complete list of documents consulted is attached as Appendix 4.

Second, a series of **semi-structured interviews with CO staff and development partners** was facilitated. As noted above, the semi-structured interviews were used to corroborate key findings generated from the desk review stage. More than this, they also followed the OECD DAC principles of evaluation, with questions clustered around key criteria of: i) relevance; ii) coherence; iii) effectiveness; iv) efficiency, and; v) sustainability. Development partners and national counterparts were also asked to reflect on the qualitative aspects of UNDP's added value as a development partner in the process of supporting the delivery of development results, for example, through issues of transparency, communication and partnership working. Semi-structured interviews took place with representatives from UNDPs CO leadership, programme and project staff, Bangkok Regional Hub, development partners and national counterparts. Meetings took place remotely by using zoom. In total interviews with 18 stakeholders took place during December 2021 and January 2022. Interviews were held in English language and structured to obtain reflective feedback from participants. Questions were clustered around the following criteria for the evaluation – see Box 1 above.

Third, a **field visit** was conducted between 26 January and 5 February 2022 to inspect project sites and interview local development partners and beneficiaries. This was carried out by the National Consultant in three provinces; Autonomous Region of Bougainville, West New Britain, and East Sepik. Two days were allocated to each of the provinces. A map showing the location of the field visits and projects visited is attached as Appendix 5.

Finally, a **Survey Monkey** was designed and issued to the UNCT to provide its feedback on the UNDP CPD, its areas of focus and their partnership experience of working with UNDP. This was issued to the UNCT with a link on at least two occasions. However only one respondent completed the exercise. As a result, this segment of the evaluation was discounted.

Box 1: Cluster of core questions for semi-structured Interviews based on evaluation criteria

Relevance: Given Papua New Guinea's development context, to what extent has the current CP reflected and responded to the country's national development priorities, considering also the UNDP Strategic Plan, the 2030 Agenda for sustainable development/SDGs, and UNDAF? Regarding COVID-19: Has the CP managed to respond to changing circumstances and unexpected events (including conflicts, natural disasters and their humanitarian impacts, and in particular, the COVID-19 pandemic)? Please provide examples.

Coherence: Internal coherence: How well do UNDPs strategic interventions fit with other interventions in the country, for example, with regard to sustaining peace, strengthening governance and resilience, human rights, the climate crisis, women's equality or LNOB? Give examples of synergies and interlinkages can be identified across UNDPs portfolio? External coherence: How has UNDPs CP been coherent with other development partners interventions in PNG. For example, via project complementarity, harmonisation and co-ordination with other partners, which contribute to adding value and avoiding duplication?

Effectiveness: What are the major achievements/results of the CP, and what are the critical success factors contributing to those results? What are the major under-achievements of the CP, and what are the main reasons for that? Have there been any unexpected outcome-level results achieved beyond the planned CP outputs and outcomes?

Efficiency: To what extent has the programme of projects and funds been delivered in an efficient and timely manner? Are UNDPs administrative, business and results-based management (RBM) systems operating effectively, or not? Is monitoring and evaluation contributing to organisational development and learning? Please provide examples:

Sustainability & Partnerships: What outcomes and outputs have the most likelihood of sustainability and being adopted and perpetuated by partners and why? (Give examples, referring to Institutional capacities, policy, legislative and regulatory frameworks, partnerships and financing etc.). Where are your strongest and weakest partnerships in delivering the CP? (reflecting on partnerships with national institutions; NGOs; United Nations agencies; the private sector; donors; development partners etc.) What lessons can be drawn from these (strong and weaker) partnerships and the direction they need to be taken in the next CP?

Cross-cutting issues: Human Rights/Gender/Young people/Beneficiary Groups (LNOB). What are the best examples of Human Rights Based Approaches (duty bearers and rights holders) across the CP? To what extent has the empowerment of women and GBV been integrated across the CP? To what extent have Young People participated in and benefitted from CP implementation? How have Beneficiary Groups (i.e. those groups at greatest risk of being left behind) genuinely participated and benefitted from CP implementation? Please provide concrete examples, inc. types of benefits (poor, marginalized, isolated, PAHIV, disabilities, LGBTI).

Innovation/Scale-up/Financing/SSTC – GPN/BKK Reg Hub & GPCs

Has sufficient use been made of UNDPs comparative advantage, for example, to convene, innovate, integrate, scale-up, leverage financing and SSTC for the SDGs, through the CP? In delivering the CP, what policy support and development thought leadership has the CO managed to leverage for PNG's advantage from UNDP's Global Policy Network (GPN), either via the (policy/programme teams) BKK Regional Hub, New York HQ Teams, or Global Policy Centres (Oslo, Nairobi, Singapore, Istanbul, Seoul)? Has the CO benefited in any way from the Regional UNDS Coalitions or from direct engagement with ESCAP?

Data Analysis

Data recorded for analysis have been triangulated through the desk review, interview consultations with the internal and external stakeholders, including via the field visit. Analysis and triangulation have been pursued systematically using the OCED DAC criteria as the main points of reference. Under the effectiveness criteria a 'heatmap' was constructed based on recorded progress derived from the various sources of information (desk review of self-reported results contained in the ROARs and cross-checked against independent project reviews and evaluations – where such reports were available – and corroborated through the semi-structured interviews and field visits. This was done to the extent possible across each of the three primary outcomes, seven outputs, and twenty-two output indicators.

Evaluation Code of Conduct

In pursuing this exercise, the evaluators have reviewed and completed to the best of their knowledge with the principles and requirements of: i) the UNDP Evaluation Policy (2019), which stems from General Assembly resolutions and UNDP Executive Board decisions; ii) the UNDP Evaluation Guidelines (June 2021); the United Nations Evaluation Group (UNEG) Ethical Guidelines for Evaluation (2020), and; UNEG Norms & Standards for Evaluation (2016). The independent consultants have undertaken to act with independence, impartiality, objectivity, professionalism and integrity at all times in line with the UNEG Code of Conduct.

Limitations of the Evaluation

The evaluation faced a number of constraints. The guiding principle set out in the original TOR requested the use of a participatory approach to the evaluation. However, due to the constraints of the COVID-19 pandemic the international evaluator was unable to enter the country. This undoubtedly affected the depth of the evaluation. Culturally, the Melanesian way is face to face. Hence zoom consultations presented a far from perfect alternative to this norm and ideal. In addition, occasional power outages affected communications and internet connectivity.

The evaluation was conducted at the end of the year. As a result, facilitators and participants to the evaluation were affected by competing priorities, such as end of year delivery and reporting requirements. A major milestone event in the Bougainville process hosted in December 2021 took a number of colleagues and counterparts out of the equation. Not least, the seasonal Christmas and New Year break also disrupted the exercise.

To compensate for these constraints, the evaluation turned its attention to a systematic and forensic inspection of project documentation, including Mid-Term Reviews, Lessons Learned and Final/Terminal Evaluation Reports for those projects which had conducted them.

Furthermore, a field trip undertaken by national consultant was also beset with difficulties. Multiple flight cancellations, localized COVID-19 lockdowns and an outbreak of dengue flu limited gatherings in groups. Heavy rains also put paid to some of the planned field visit appointments.

Papua New Guinea's Evolving Development Context

A brief snapshot of PNG's development context and the evolving nature of the development landscape in the period 2018 – 2022 is set out below.

1. Demographic and Human Development

As outlined in the CPD¹¹, the country's 7.7 million people are diverse and dispersed, with 85 per cent living in rural areas spread over 600 islands. Papua New Guinea ranked 155 out of 189 countries on the Human Development Index in 2020 and 56.6 percent of the population are classified as multi-dimensionally poor while an additional 25.3 percent are vulnerable to multi-dimensional poverty, with 38 percent of the population living below the poverty line. Inequalities remain a major barrier. Women face significant equality challenges across all aspects of society, including decision-making, political participation, and in access and control of natural resources. The country has one of the highest rates of Gender-based violence globally.

2. Political, governance and peace related challenges.

¹¹ All data sources in this section, unless otherwise stated, stem from the CPD 2018 - 2022: <https://digitallibrary.un.org/record/1317360/>

The first key development challenge is government capacity (at national and local levels) and legislation and business processes to finance, manage and deliver basic services. Lack of data for inclusive, evidence-based development makes it difficult to monitor progress. Papua New Guinea lacked three essential components of effective service delivery: (a) popular participation in development; (b) officials trained to perform duties at the local level; and (c) a functioning governance system with clear roles, responsibilities, accountabilities, monitoring systems, and management and use of funds. Corruption has emerged as a major challenge to development. Critical to the country's political stability is the successful implementation of the Bougainville Peace Agreement signed between the Autonomous Region of Bougainville and the Government in 2001, following the protracted Bougainville crisis that began in 1998. The Government is on the path to becoming a strong, effective leader on many issues in the Pacific and has wider leadership aspirations in Asia. It hosted the Asia Pacific Economic Cooperation (APEC) Summit in 2018. While firmly rooted in the Pacific, Papua New Guinea shares a border with Indonesia and is increasingly developing strong partnerships with China, India, Japan, Malaysia, Korea and Singapore.

2. Social development and cohesion

A second development challenge is the lack of social cohesion across the country and the high rates of gender-based violence. Women are underrepresented at all levels of governance and in decision-making. Papua New Guinea ranks 143 out of 188 countries on the gender inequality index (2015). Two in three women experience gender-based violence in their lifetime. In remote and rural areas, women and youth are at risk of further marginalization. Despite having ratified six core human rights treaties, Papua New Guinea still has a number of groups with a disproportionate risk of human rights deprivations and violations: women, children, the elderly, people living with HIV/AIDS, people living with disabilities and the geographically isolated.

3. Economic challenges

The economy has long been divided between a formal sector based on exports of natural resources and a large informal sector that relies on subsistence farming and other small-scale economic activities. Upon commencement of the CPD just under 40 per cent of the population lived below the upper poverty line. With less than 15 per cent of the population connected to electricity, there is a need to increase access to clean, reliable energy. The profitable extractives sector generates revenue for the country but not significant local employment and no significant improvements in the lives of most people. The country has a vast endowment of natural resources and geographic proximity to rapidly growing Asian markets, and has been one of the world's fastest growing economies over the past decade. The gross domestic product growth rate has been positive since the early 2000s, 17 reaching 9.9 per cent in 2015, though falling to 3 per cent in 2017.

4. Climate Change and Sustainable Development

The fourth development challenge is climate-proofing the country's sustainable development pathway and increasing the resilience of authorities and communities to respond to and recover from disasters. Papua New Guinea is vulnerable to floods, droughts (such as the 1997-1998 and 2015-2016 El Niño weather patterns), frosts, storm surges and king tides, as well as extreme winds and waves at sea. Such weather-related events are expected to increase in frequency. Located in the "Pacific ring of fire", communities in Papua New Guinea are prone to earthquakes (which cause deadly tsunamis) and a number of active volcanoes. The country holds some of the world's last tracts of mature tropical rainforest and coral reefs. These forest and marine ecosystems, combined with a unique array of species that have evolved in isolation, make the country one of the world's most important

biodiversity hotspots. Papua New Guinea is home to over 5 per cent of the world’s global biodiversity and 7 per cent of the world’s tuna reserves, with many original and untouched terrestrial and marine ecosystems rich in local endemic species. With 70 per cent forest cover, the country needs mechanisms to reduce emissions from deforestation and forest degradation and to conserve and enhance forest carbon stocks.

Papua New Guinea is also rich in natural and mineral resources, such as gold, copper, gas and oil. The country’s rainforest is the third largest in the world and characterized by extraordinary biodiversity. Poor environmental governance and unsustainable resource-use practices have however resulted in serious environmental degradation, the misuse of revenues and continuing widespread poverty and insecurity. The country is experiencing increasing impacts due to climate change and natural disasters, including the unchartered gendered impact of the climate crisis.

The impact of COVID-19 laid bare the socio-economic challenges impeding the country’s development trajectory, which summarily caused 30 percent of households to experience job losses, 42 percent of households incurred increased debt and 35 percent of female-headed households saw a decline in income.¹²

In **2018** Papua New Guinea successfully hosted the Asia-Pacific Economic Cooperation (APEC) for the first time in its history, showcasing the enormous potential for trade, investment and growth for the country. The Government also launched its Third Medium Term Development Plan (2018-2022) and its Development Cooperation Policy, effectively localizing the SDGs centrally into its national policy frameworks, noting particularly that the principle, of “leaving no one behind” sits well within Melanesian culture.

However, in February 2018 one of the largest ever earthquakes struck the Highlands. The event cost hundreds of lives, affecting an estimated 544,000 people in five provinces and displacing around 11,041 households (42,577 people).¹³ While the Government, UN and development partners, worked to provide life-saving assistance, it highlighted PNGs low human development indicators and exposed the need for greater resilience at all levels. A joint UN area-based joint programme was subsequently launched in the Highlands. This marked convergence around a “humanitarian-development-peace” nexus, since the humanitarian assessment process uncovered an ongoing challenge of localized conflicts, which in turn demanded conflict-sensitive and sustainable development approaches as durable pathways to peace.

In parallel, peace-building efforts in the Autonomous Region of Bougainville continued with a date being set for the referendum as well as an operational Commission, and a Post-Referendum Taskforce to chart the future path towards enduring peace and development. Meanwhile, Gender-Based Violence continued to affect unacceptably high numbers of women across the entire country and is considered by some to be of epidemic proportions.¹⁴

¹² Summary distilled from: UNDP, Country Programme Document for Papua New Guinea (2018 – 2022), July 2017

¹³ <https://reliefweb.int/report/papua-new-guinea/papua-new-guinea-highlands-earthquake-dashboard-13-august-2018>

¹⁴ “The magnitude of gender-based violence (GBV) incidence in Papua New Guinea (PNG) is considered by some to be of epidemic proportions: 41% of men in PNG admit to having raped someone, over two-thirds of women are estimated to have suffered some form of physical or sexual violence in their lifetime, and it is reported that 7.7% of men admit to having perpetrated male rape. Only 73% of survivors of GBV in PNG seek assistance and the vast majority of these individuals (88%) seek this assistance through informal support structures, such as familial, kinship or collegiate networks or village courts and community leaders rather than through official channels. This indicates that GBV is underreported.” Source: ODI, a leading global think-tank: <https://odi.org/en/publications/gender-violence-in-papua-new-guinea/>

Through **2019** the UNDP continued to provide significant support for the Bougainville peace process. The related Referendum passed a critical milestone in peacebuilding, whilst work continued in earnest on the peace nexus in the earthquake-affected Highlands. A stronger focus on gender equality and GBV resulted in the finalization of the design of the Spotlight Initiative, a partnership with the EU for which Papua New Guinea received the second-highest allocation globally. Allied to this, women's groups were granted observer status to the highest decision-making mechanism for implementation of the Bougainville Peace Agreement. A joint UN-EU Rural Entrepreneurship, Investment and Trade (STREIT) project was also designed. By the end of the year the UN had increased the number of joint initiatives/programmes in place to seven.

2020 and 2021 were both tumultuous years. The COVID-19 pandemic presented a significant challenge throughout and impacted Papua New Guinea's hard won development gains. The UN supported the Government respond to the severe socio-economic impacts of COVID-19 through a multi-sectoral analysis and response, which included health, protection, recovery, and community engagement and risk communications. The UN Country Team mobilized around US\$42 million for COVID-19 response. UNDP carried out a socio-economic impact assessment.

In March 2020, the UN Deputy Secretary-General, Ms Amina J. Mohammed visited the country and launched the EU-funded Spotlight Initiative. This, coupled with PNG's first ever national GBV Summit, generated political will and led to the formation of a coalition of political leaders who signed a blueprint of commitments to fight GBV; creation of a bi-partisan Parliamentary Committee on Women's Empowerment; and Prime Minister James Marape's commitment to Special Temporary Measures, with five reserved seats for women in Parliament for the 2022 elections. Papua New Guinea submitted its first Voluntary National Review (VNR) of SDG progress at the High-level Political Forum in July 2020. As 2021 drew to a close the Bougainville process strengthened its focus on economic development in the wake of the successful referendum.

Description of the CPD Intervention

The focus of this evaluation is the CPD (2018 – 2022). The evaluation period covers a nearly four-year period from the beginning of 2018 up to November 2021. The CPD describes a programme rationale founded on a development context in which Papua New Guinea did not manage to achieve its Millennium Development Goals and suffers a low Human Development Index.¹⁵ Governance capacities, the structure of the economy, and issues of sustainable development, social conflict, including high levels of gender based-violence featured as major challenges set out in the CPD. As a result, and in line with the 2030 Sustainable Development Agenda¹⁶ and Sustainable Development Goals (see Figure 1 below), the CPD outlined a three-pronged strategy.

Figure 1. The CPD Pillar Focus on Specific SDGs

¹⁵ 0.549 in 2017 (in fact PNG remained at 0549 in the period 2016 – 2019), ranking it 154 out of 188 countries worldwide in 2020. Source: <https://hdr.undp.org/sites/default/files/Country-Profiles/PNG.pdf>

¹⁶ <https://sustainabledevelopment.un.org/content/documents/21252030%20Agenda%20for%20Sustainable%20Development%20web.pdf>



Peace – promoting inclusive governance, justice and peace.

This first pillar of the CPD aligned to the national priorities of: 1. ‘Security and international relations’, and; 2. ‘Inclusive, democratic, participatory, accountable, and transparent governance’ (SDGs 5, 8, 16 and 17). It also accorded with UNDAF outcome 4 (Peace): ‘By 2022, government and non-governmental institutions demonstrate improved transparency, accountability, delivery of justice and promotion’. The CO drew on Signature Solutions no. 2. governance for peaceful, just, and inclusive societies, no. 3. crisis prevention and increased resilience, and no. 6. women’s empowerment and gender equality in implementing activities under the peace pillar.

Prosperity – inclusive and sustainable growth.

The second pillar of the CPD aligned with several national priorities: 1. ‘Human capital development, gender, youth and people empowerment’; 2. ‘Institutional development and service delivery’; 3. ‘Poverty reduction, wellbeing, livelihoods and social protection, access to essential services’; 4. ‘Equitable, fair and just – between and within countries and between generations’ (SDGs 1, 8, 9, 10, 11, 16, 17). The corresponding UNDAF outcome stated: ‘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’. The CO drew on Signature Solutions no. 1. keeping people out of poverty and no. 5. clean, affordable energy to implement its prosperity portfolio.

Planet – sustainable management of natural resources, biodiversity conservation. Strengthened climate and disaster resilience.

The third pillar of the CPD also aligned to a number of national priorities: 1. ‘Environmental sustainability and climate change’; 2. ‘Retains and provides biodiversity and ecosystems and services’; 3. ‘Is resilient to risks and shocks’; 4. ‘Is a means for achieving sustainable development goals’ (SDGs 7, 11, 13, 14 and 15). Likewise, the UNDAF outcome records: ‘By 2022, Papua New Guinea demonstrates improved performance in managing environmental resources and risks emanating from climate change and disasters. The CO drew on Signature Solutions no. 3, crisis prevention and increased resilience, and no. 4. environment: nature-based solutions for development in implementing the planet pillar.

Appendices 6, 7 and 8 set out the Results and Resources Framework for each outcome area of the CPD.

The programme management section of the CPD states that the majority of the CPD will be nationally executed and that expanded partnerships and financing with the private sector, non-traditional partners and international financial institutions will be pursued.

The evaluation considered the overall indicative financial resources of the CPD using the financial data contained in the original Executive Board approved CPD, as summarized in Table 3 below and the actual financial data to date as provided in the evaluation TORs, see Table 4 below. Additional financial data based on actual disbursements was provided to the evaluation team upon request in November 2021 and is used as the basis for reviewing the financial performance of the Country Programme.

Table 3. CPD indicative financing¹⁷.

| Total Indicative CPD Resources (2018 – 2022) (US\$) | | |
|---|---|--|
| Regular: 4,784,000 | Other: 87,100,000 | Total: 91,884,000 |
| Outcome 1: Peace 33,000,000 (35.9% of total) ¹⁸ | Outcome 2: Prosperity 2,549,000 (2.8 % of total) ¹⁹ | Outcome 3: Planet 56,335,000 (61.3% of total) ²⁰ |

Table 4. CP Available financing per outcome/yr. (to date)²¹.

| <i>Pillar / Year</i> | 2018 | 2019 | 2020 | 2021 | Sub-total |
|----------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| Prosperity | 1,550,000 | 104,907 | 526,161 | 13,789 | 2,194,857 |
| Planet | 6,121,874 | 9,712,245 | 8,827,544 | 6,270,162 | 30,931,825 |
| Peace | 4,155,466 | 3,245,675 | 5,883,630 | 5,245,344 | 18,530,115 |
| sub-total | 11,827,340 | 13,062,827 | 15,237,335 | 11,529,295 | 51,656,797 |

Findings

The key findings set out below are organized in accordance with the OECD DAC evaluation criteria of relevance, effectiveness, efficiency, coherence (combined with partnerships) and sustainability. There are also sub-sections dedicated an assessment on the impact of the COVID-19 pandemic. The findings discussion closes on the cross-cutting theme of human rights, with a particular focus on gender equality.

Relevance

Finding 1. Implementation of the CPD has enabled UNDP to provide highly relevant, comprehensive and integrated policy support and thought leadership strongly aligned to national development priorities, especially in respect to building and sustaining peace, tackling gender-based violence (GBV) and promoting gender equality and women’s empowerment, and in sustainable natural resource management (NRM).

In the context of the Government’s Vision 2050²², the CPD is relevant and contributes towards at least three of its seven key pillars: Pillar Two - wealth creation, natural resources and growth nodes; Pillar Three – institutional development and service delivery, and; Pillar Five – Environmental Sustainability and Climate Change. The gender component of the CPD has been highly relevant in responding to Pillar One of that Vision. Of the critical ‘enablers’ underpinning success and driving progress of the Vision, the CPD is also relevant in supporting at least three out of eight, including effective leadership

¹⁷ Source: Approved CPD (2018-2022)

¹⁸ Percentage calculations provided by evaluators

¹⁹ Percentage calculations provided by evaluators

²⁰ Percentage calculations provided by evaluators

²¹ Original Source UN Info – as provided in the evaluation TORs.

²² <https://sustainabledevelopment.un.org/content/documents/1496png.pdf>

and good governance, enabling legislation and policies, and effective service delivery. The CPD also resonates with PNG's Development Strategic Plan 2010 – 2030 through its prioritization of human development, equality, participation, natural resources, good governance and economic growth through 'culturally appropriate development, the PNG way'.²³ In sum, the CPD presents a strong alignment and a high degree of relevance to national development priorities and to implementing the 2030 Agenda for Sustainable Development in PNG.

Starting with the desk review of key documents, the CPD being evaluated outlines Papua New Guinea as a country and population with low human development,²⁴ extensively rural in nature, and of whom 40 percent live below the upper poverty line.²⁵ Government capacities are challenged, especially at local levels, to deliver basic services.²⁶ The country suffers from high rates of gender-based violence²⁷, ranking 143 out of 189 in the gender inequality index²⁸. Other major challenges include localized issues of social conflict and cohesion, the need to perpetuate a relatively new and enduring peace in Bougainville, vulnerabilities to disasters, including climate change, and challenges associated with ensuring that the country's abundance of natural resources and biodiversity are sustainably managed, and generate social and economic benefits for all. In sum, it is a fairly challenging development landscape.

The resultant CPD (2018 – 2022) promoted: a 'whole of society approach'. It placed innovation; business models from the private sector; financing from public and private sectors; knowledge-generation, and; integrated issues-based approaches to complex development challenges at the forefront of its strategy. Partnerships with India, China, Korea and Singapore were respectively outlined in areas of renewable energy, the PNG Business Council for e-waste management, volunteers that reach vulnerable communities, and excellence in the civil service.²⁹

The CPD was designed around three priorities of 'Peace', 'Prosperity' and 'Planet' to accord with the UNDAF:^{30/31}

- The **peace** outcome entailed 'promoting inclusive governance, justice and peace'. It contains three outputs with respective indicators dedicated to institutional development, parliamentary improvement, citizen provincial surveys, public finance management, women's representative participation, leadership in tackling gender-based-violence and sustaining peace in Bougainville.
- UNDPs **prosperity** work set out to deliver two outputs via support to entrepreneurship, sub-national diagnostic surveys for growth policies, supply chain integration in the extractive industries, private sector growth strategies, renewable energy initiatives, SDG integration into local development plans, SDG financing and partnerships, and South-South Technical Cooperation (SSTC).
- The **Planet** portfolio included two outputs directed towards legislation, policies and strategic plans for climate, sustainability, NRM and DRM. This focussed attention to nationally protected areas,

²³ PNG Development Strategic Plan 2010 – 2030, p.2

²⁴ Based on 2015 data, which was the latest when the CPD 2018 – 2022 was being formulated in 2017, the country ranked 154 out of 188 in the Human Development Index.

²⁵ Para 6, CDP for PNG (2018 – 2022).

²⁶ Para 3, CDP for PNG (2018 – 2022).

²⁷ <https://asiapacific.unwomen.org/en/countries/png/about-un-women-png>

²⁸ Para 4, CDP for PNG (2018 – 2022).

²⁹ Para 11, CDP for PNG (2018 – 2022)

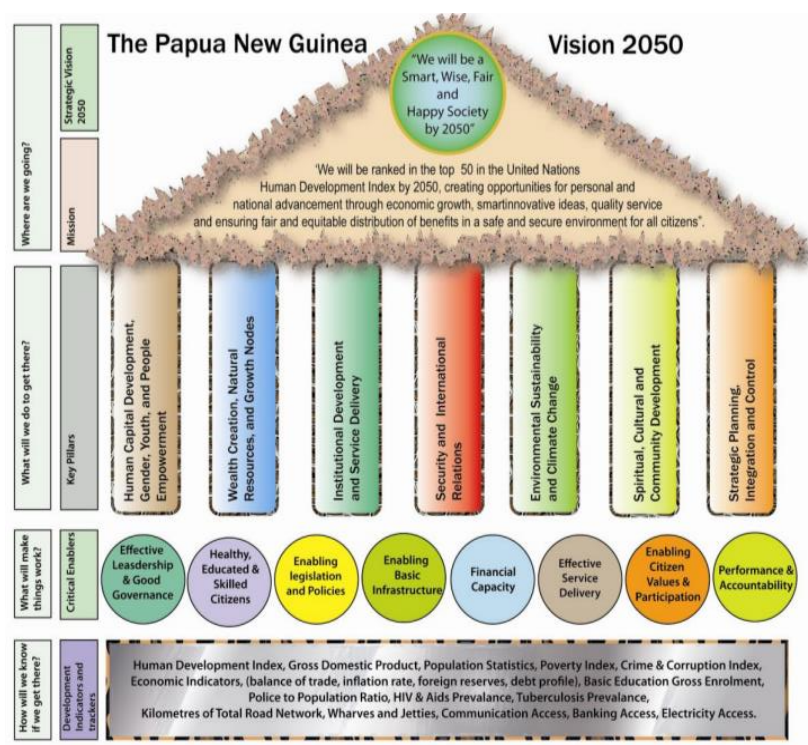
³⁰ <https://papuanewguinea.un.org/en/17428-united-nations-development-assistance-framework-2018-2022>

³¹ UNDP pursued the CPD drawing broadly on its six corporate cross-cutting 'Signature Solutions': 1. Keeping people out of poverty; 2. Governance for peaceful, just, and inclusive societies; 3. Crisis prevention and increased resilience; 4. Environment: nature-based solutions for development; 5. Clean, affordable energy; 6. Women's empowerment and gender equality. Of these six, Signature Solutions 2, 4 and 6 were most obviously leveraged during implementation of the 2018 – 2022 CPD. Signature solution 1 was most absent, giving rise to recommendation 3 regarding LNOB and the corresponding signature solution on poverty.

building local capacities and resilience to risks, climate change adaptation, involving local authority and community capacity building for disaster management.³²

The relevance and alignment of the CPD can be gauged by reviewing the Government of Papua New Guinea's national vision (Vision 2050), illustrated in Figure 2 below. When compared to Vision 2050, clearly the CPD contributes towards at least three of the seven key pillars: Pillar Two - wealth creation, natural resources and growth nodes; Pillar Three – institutional development and service delivery; Pillar Five – Environmental Sustainability and Climate Change. The gender component of Pillar One also applies. Of the critical enablers underpinning success in driving progress, the CPD is also relevant in supporting at least three out of the eight enablers, including effective leadership and good governance, enabling legislation and policies, and effective service delivery. Finally, among the various indicators and trackers of progress, the vision makes mention of the Human Development Index, GDP and poverty index, among others.

Figure 2. Papua New Guinea Vision 2050³³



Similarly, 'a high quality of life for all Papua New Guineans'³⁴, is the over-arching goal of the PNG Development Strategic Plan 2010 – 2030, with the vision to make Papua New Guinea 'a prosperous middle-income country by 2030'.³⁵ As in Vision 2050 above, human development, equality, participation, natural resources, good governance, economic growth and opportunities all feature prominently. The strategy also speaks of 'culturally appropriate development, the PNG way'.³⁶

Within this broad framework of development principles and priorities the UNDP CPD is positioned to support some of the main development priorities of the Government through the three components of its work: i) peace and good governance work; ii) support for inclusive prosperity, and; iii)

³² Summarized from the CPD Results and Resources Annex

³³ Papua New Guinea Vision 2050, p.2

³⁴ PNG Development Strategic Plan 2010 – 2030, p.1

³⁵ PNG Development Strategic Plan 2010 – 2030, p.1

³⁶ PNG Development Strategic Plan 2010 – 2030, p.2

environmental sustainability. The CPD also anchors on some of the key enablers, or functions, including institutional strengthening, capacity development, community and citizen participation, legislative and policy development. Not least, the CPD includes explicit gender equality and gender-based violence targets and indicators, which are highly relevant in the PNG context.

Turning specifically to some of the project vehicles responsible for delivering CPD results, the appearance of relevance generated from the desk review were largely corroborated by stakeholder interviews. For example, under outcome one of the CPD, **'promoting inclusive governance, justice and peace'** stakeholder interviews with the Dept. of Finance confirmed UNDP support via the PCAB project³⁷ pursuant to building capacities in public finance management units of the provinces and districts was "very relevant".³⁸ Along similar lines, the desk review found evidence that the PCAB programme had led to important anti-corruption work through the Anti-Corruption for Peaceful and Inclusive Societies (ACPIS) global UNDP programme.³⁹

The desk review reveals evidence to demonstrate the continued relevance of UNDP's longstanding support to the **Bougainville peace process** which followed on from a decade-long conflict.⁴⁰ The Executive Summary (Final Report) of the Bougainville Referendum Support Project states the following in relation to the projects' relevance: "The project was instrumental in ensuring that the referendum happened as planned in 2019."⁴¹ Furthermore, the project was specifically credited by the Bougainville Referendum Commission (BRC), including its Chair, as "being highly relevant and supportive in progressing implementation of the Bougainville Referendum". UNDP has retained its relevance through two successor projects: 'Post-Referendum Process Support Project' and the Bougainville 'Sustaining Peace Project' (both July 2020 – June 2022) which continue to support implementation of the peace-building efforts, ensuring broad public awareness and through inclusive social and economic recovery. As another stakeholder expressed "peace-building is a long and laborious process", reinforcing the importance of UNDP's longevity of support.⁴²

During the course of the field visits to AROB the evaluation learned that UNDP benefitted from a "good reputation with the government, statutory bodies, Civil Society, NGOs, and community groups...the level of partnership is outstanding because of the approach that UNDP adopts to work closely with ABG. There is good cooperation, excellent communication, mutual respect and understanding."⁴³

Women representatives interviewed in Bougainville confirmed "UNDP has done a tremendous amount in AROB in terms of maintaining and sustaining peace, gender equality, women's empowerment and good governance".⁴⁴ However, there was also some disgruntlement since, "local women groups were promised to receive grants from UNDP to run programs at the community level. However, that did not eventuate because of changes in UNDP's focus and leadership"⁴⁵

Also, under outcome one of the CPD can be found specific outputs, targets and indicators to promote **gender equality and tackle gender-based violence**. Given PNGs lowly ranking in the global gender index, clearly UNDPs advocacy, policy, leadership support and institutional strengthening positioning

³⁷ Provincial Capacity Building Programme (PCAB)

³⁸ Stakeholder interviews, January 2022.

³⁹ ACPIS Final Evaluation Report, February 2021, p.24, Papua New Guinea, Phones Against Corruption Project.

⁴⁰ See further: https://openresearch-repository.anu.edu.au/bitstream/1885/147139/1/DPA%20DP2018_4%20Regan%20pt%201%20final.pdf

⁴¹ Final Report of the Bougainville Referendum Support Project, 30 May 2020, Executive Summary, p.7

⁴² Stakeholder Interviews, December 2021.

⁴³ Field Visit Interviews in ABG, January 2022

⁴⁴ Field Visit - Focus Group Discussion with Women leaders of the Bougainville Women's Federation, 27/01/2021

⁴⁵ Field Visit - Focus Group Discussion with Women leaders of the Bougainville Women's Federation, 27/01/2021

is nationally, if not regionally, significant. Under the umbrella of the CPD, the desk review indicates UNDP is strongly committed to the ‘Spotlight Initiative’ (2020 – 2022), an EU funded UN Joint-Programme, as well as a bilateral project ‘Women Make the Change’, financed by UNWOMEN. The latter states that its “global theory of change is relevant to the PNG context”, through the four pillars of legal frameworks, building electoral capacities for women, transforming gender norms, and support to women in gender-sensitive political institutions.⁴⁶ From a broader UN perspective, the attendance in Port Moresby of the Deputy Secretary-General Amina Mohammed for International Women’s Day, marking the launch of the ‘Spotlight Initiative’ to eliminate all forms of violence against women and girls, reflects the relevance and priority attached to gender equality and the elimination of gender-based violence at all levels of the UN system.⁴⁷

In terms of staying relevant and being responsive to needs, two major events impinged on CPD implementation. The first occurred in February 2018, when a 7.5 magnitude **earthquake** struck the central highlands. More than 544,000 people were impacted with approximately 270,000 in need of assistance.⁴⁸ The second, with much more widespread and long-lasting consequences was the **COVID-19 pandemic**. The demonstration of flexibility to these major disasters, within the framework of the CPD, is a major asset. To these ends, the evaluation has found that UNDP was able to respond swiftly to adjust its programming and retain its strategic relevance to the country context (see further the COVID-19 section below).

In **response to the 2018 earthquake** UNDP played an important role in the Joint UN Programme, ‘Creating Conditions for Peace in the PNG Highlands’ helping to secure financing from the United Nations Peace-Building Support Office (PSBO) in the process. Stakeholder interviews reveal the peace-building and gender components of the project to be especially relevant, with a focus on known hotspots, alongside the collaboration between UNDP and FAO, given the rural context. Priorities, as articulated across several stakeholder interviews, were clearly security (including gender security) and agriculture. This was further evidenced by comments that stressed the need to “break the inter-generational cycle of violence and work with young people to create better economic opportunities”.⁴⁹ UNDP, it was revealed, is helping to bring “points of convergence” across what might otherwise be separate unconnected UN agency activities.⁵⁰ Hence, it also appears that UNDPs provincial level coordination function is very relevant.

The UNDP **Socio-Economic Impact Assessment (SEIA) of COVID-19** on Papua New Guinea was first issued in May 2020, and revised in September 2020. Confirming its relevance, the Government’s Secretary for the Department of National Planning and Monitoring, confirmed: “The SEIA is an important document that provides the evidence needed by the Government to make informed and evidence-based policy decisions.”⁵¹ Policy recommendations included: i) Investing in human capital and the strengthening of basic service delivery; ii) Developing mechanisms to better protect the most vulnerable, particularly women and the unemployed; iii) Economic diversification and pivot towards a ‘greening’ of the economy, and; iv) More inclusive and forward-looking socio-economic policy settings that facilitate stronger livelihoods and more equitable opportunities.

⁴⁶ Women Make the Change, Project Document, p.37.

⁴⁷ <https://papuaneuiguinea.un.org/en/37674-papua-new-guinea-welcomes-un-deputy-secretary-general-amina-mohammed-international-womens-day>

⁴⁸ <https://www.australianhumanitarianpartnership.org/preparedness-1/highlands-region-earthquake>

⁴⁹ Stakeholder Interviews, December 2021.

⁵⁰ Stakeholder Interviews, December 2021.

⁵¹ <https://www.pg.undp.org/content/papua-new-guinea/en/home/library/socio-economic-impact-assessment-of-covid-19-on-papua-new-guinea.html>

Additional relevant measures were also taken to **respond to the COVID-19 emergency**, which included the relocation of the Disaster Management Team (which continued to be supported under the former ‘Strengthening Disaster Risk Management in PNG Project’ extension) to the National Operations Centre, which became the National Control Centre for the COVID-19 response.⁵² A GBV COVID-19 Rapid Response Facility was quickly established, a health systems strengthening initiative enabled the procurement of vital health supplies, and a US\$ 1million grant was secured to implement projects in high-risk border communities in the Western province.⁵³ Flexibility has enabled UNDP retain its relevance in times of crisis.

Effectiveness

In addition to the summary of effectiveness contained within the three outcome areas, the ‘heat map’ of progress in Table 2 above) on provides a visual navigation of outcome and output results across the three pillars of the CPD.

‘Peace: promoting inclusive governance, justice and peace’

Finding 2. UNDPs peace and governance pillar has yielded some particularly important development results in the areas of institutional strengthening of parliamentary committees, anti-corruption, the provincial roll out of the Integrated Finance Management System (IFMS), ongoing support for the Bougainville peace process and Referendum Commission, and in mobilizing the political capital and legislative and policy frameworks required to raise attention and tackle GBV as a nationwide blight.

The three component parts of Pillar 1 (Outcome 1), with the corresponding outputs, targets, baselines and indicators is summarized in Box 2, adjacent, and in Appendix 6 for the full detail).

UNDPs support to **output 1.1** of the CPD **‘Institutions have strengthened systems and capacities to perform their functions, roles and responsibilities in support of good governance, service delivery, democracy, peace and security’**, is intended to be gauged in relation to three indicators. In summary, these measures relate to parliamentary committees, provincial citizen perception surveys and state entities implementing Integrated Financial Management Systems (IFMS).

Box 2. CPD Pillar 1: ‘Peace: promoting inclusive governance, justice and peace’:

- **Improvements to governance** (accountability, transparency, financial management, public institutional performance, legal and policy frameworks, participation and democratic/parliamentary processes;
- Attention to **gender equality** and the empowerment of women, as well as gender-based violence;
- Prosecution and support for the **Bougainville Peace Process**.

Under this output the evaluation found that various **parliamentary committees** have been strengthened (indicator 1.1.1) during the CPD period. For example, the ‘training of chairpersons of the 17 permanent committees’, alongside ‘support for gauged the Budget the Plans and Estimates Committee and Public Accounts Committee of the National Parliament’ and well as the preparation of ‘legal and regulatory framework guides for political parties’.⁵⁴ UNDP also reported the ‘spearhead of reforms, making institutions inc. parliament more gender sensitive’ (see further below)⁵⁵. Parliamentary strengthening has undoubtedly occurred in Bougainville via the ‘Bougainville House of

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⁵² Humanitarian Coordination Component of the “Strengthening Disaster Risk Management in Papua New Guinea”, 2020 Summary Report
⁵³ Humanitarian Coordination Component of the “Strengthening Disaster Risk Management in Papua New Guinea”, 2020 Summary Report.

⁵⁴ (ROAR 2018)

⁵⁵ (ROAR 2019)

Representatives support to establish a parliamentary committee on SDGs', and 'regional parliamentary committee conferences to support dialogue resulted in signed resolutions'⁵⁶

Steady progress has been achieved in **anti-corruption** over the CPD cycle – which is integral to good governance and service delivery, and which, (as indicator 1.1.2 suggests), includes elements of citizen participation. The 'Phones Against Corruption project' (although not officially a project included in the evaluation), succeeded in partnering with 19 agencies across 10 provinces (against a target of 8) and involved 13,000 citizens.⁵⁷ This pilot project became a Ministry of Finance programme when the pilot ended.⁵⁸ The final Evaluation Report of the Anti-Corruption for Peaceful and Inclusive Societies (ACPIS) global programme recorded 'anti-corruption awareness events were hosted by Transparency International (TI) in Port Moresby and Eastern Highlands Province. The programme also partnered with Wantok Newspaper who displayed the program logo/information every week and also held a competition for youth and women to raise anti-corruption awareness'.⁵⁹ Not least, UNDP contributed to the creation and launch of a 'Governance Performance Scorecard' linked to anti-corruption and transparency in 2019⁶⁰, as well as to the 'Whistle Blower Bill and establishment of the Independent Commission Against Corruption Commission' in 2020.⁶¹

UNDP has been providing longstanding support to the Government of Papua New Guinea through the Provincial Capacity Building Programme (PCAB) to support the Department of Finance in the roll out and implementation of the **Integrated Financial Management System (IFMS)** to the provincial level governments (indicator 1.1.3). When interviewed, senior national counterparts acknowledged the 'excellent support' provided by UNDP for 'capacity building, complete training and effective implementation' for PCAB, considering the project 'vital for supporting service delivery', especially given that '70-80 percent of the population resides in rural areas'.⁶²

These comments were reinforced further through field visit interviews with the East Sepik Provincial Office: "Yes, from my personal point of view, UNDP CD has responded profoundly in changing the ways that we do here in our provincial administration operations. We have suffered a lot in terms of corruption, nepotism, fraud, mismanagement, etc. but through trainings, advocacy and learning the ways on how to manage and lead the administration through the PCAB program, it has helped us to see our own mistakes and improved. Hence, I strongly believe that this program has helped us in building our capacity and increasing our competency level to manage our systems and processes".⁶³

In sum, commencing from a baseline of 6 provinces (2017), to a target of 9 provinces by the end of the CPD, support for the IFMS has occurred successively across 2018, 2019 and 2020, such that by 2020 IFMS had been 'rolled out to 13 provinces⁶⁴, 8 Provincial Health Authorities and 43 departments'⁶⁵.

Turning attention to CPD **output 1.2: 'Increase in women's participation in decision-making and representation in leadership positions'**, the Country Office sent a strong signal of intent in regard to SDG 5, gender equality. Indicators of progress relate to supporting female membership in parties and in executive roles, and to combat gender-based violence. Throughout the course of CPD

⁵⁶ (ROAR 2018)

⁵⁷ (ROAR 2018)

⁵⁸ Anti-Corruption for Peaceful and Inclusive Societies (ACPIS) Final Evaluation Report, February 2021

⁵⁹ Anti-Corruption for Peaceful and Inclusive Societies (ACPIS) Final Evaluation Report, February 2021, p.30

⁶⁰ (ROAR 2019)

⁶¹ (ROAR 2020)

⁶² Stakeholder interviews, January 2022.

⁶³ CPD Evaluation Field Visit Interviews in East Sepik Province, Date: 03/02/2022

⁶⁴ These include: East New Britain, Central, New Ireland, East Sepik, Morobe, Oro, Western Highlands, Jiwaka and Eastern Highlands (As recorded in the PCAB2 summary)

⁶⁵ (ROAR 2020) (confirmed also in final project Note to File)

implementation clear evidence exists to show not only a sustained campaign but a deliberate gender intervention within the programme which has begun to deliver some notable results.⁶⁶

In order to progress the CPD aims under output 1.2, the Country Office helped in the design of two partnership programmes⁶⁷ to promote gender equality, the empowerment of women and confront **gender-based violence**, for implementation in the period early 2020 – December 2022.⁶⁸ A smaller rapid COVID-19 response project was implemented with UNFPA in the period May – October 2020 (see COVID response section below). With a specific focus on GBV, UNDP, working closely with its UN partners leads on parliamentary engagement and on institutional coordination at the national and provincial levels, and has contributed to some landmark results.⁶⁹

In sum, these results are corroborated in overall terms in a statement made at the February 2022 UNDP Executive Board: “UNDP is helping our women and girls in providing education and training for aspiring women politicians who want to enter the National Parliament. This has been taken to higher-level this year given that we have a General Election in July this year. We have a sad history of a lack of women Parliamentarians due to our cultural and traditional ways and views on women in politics. On gender equality and empowerment UNDP has been a strong ally for us in supporting PNG accelerate a whole-of-society approach to address serious challenges, including particularly on gender-based violence, where we have established a Parliamentary Committee focused for the first-time on ending the blight of violence against our women and girls.”⁷⁰

With regard to **output 1.3: ‘The Bougainville referendum is supported to conduct free and fair elections, and post referendum strategies with the two governments are formulated’**. The output is framed by two indicators concerning: i) the establishment of the Bougainville Referendum Commission (BRC), and; ii) strategies for its implementation.

From a variety of sources⁷¹ it is clear that UNDP has been heavily invested in supporting the Bougainville peace process, and within the CPD timeframe specifically, the referendum and emergent strategies associated with its implementation. Stakeholder interviews confirmed, “UNDP has been front and centre since the cessation of hostilities 20 years ago” and has supported the referendum

⁶⁶ For example: i) The ‘Integrity of Political Parties Commission for effective functioning of political parties, with a specific goal to support the engagement and participation of women’. ii) The above commission was supported to ‘create an online registration platform which was used as a national database of women leaders’; iii) During the year 2000 elections, ‘14 female candidates ran for open seats, 27 women vied for three reserved seats for women and two candidates ran for president. iv) Four women were also elected to the 4th Bougainville House of Representatives in September 2020. Two were given ministerial portfolios’; v) Undertaking a ‘conservation area assessment Gender Integration Action Plan’; vi) A gender focus on political representation in 6 provinces.

⁶⁷ ‘Women make the change’ and ‘the Spotlight Initiative’ – each running from 2020 to December 2022. The former entailed a partnership with UNWOMEN (US\$ 745,000), and the latter with the EU, UNWOMEN, UNFPA and UNICEF (US\$ 3.7m).

⁶⁸ Important to mention, but beyond direct attribution to UNDP, in March 2020, the visit of the UN Deputy Secretary General generated enormous momentum to address violence against women and girls and sparked commitment of the Prime Minister to establish reserved seats for women in the Parliament.

⁶⁹ For Example: i) In August 2020, two Governors and other key Members of Parliament (MPs) convened the first ever meeting of parliamentarians to discuss GBV in PNG. This Coalition comprises of 20 members of parliament includes State Ministers, Governor and Open Members’. / This signalled increased political will on addressing GBV; ii) ‘Securing US\$ 12m from the national budget for GBV’ for national initiatives; iii) Further support was provided to ‘a major resolution...for the Coalition to support Temporary Special Measures (TSM) for women to be elected to Parliament’; iv) Additionally, ‘through the Gender-based Violence Summit, endorsement was given to establish the long-awaited Parliamentary Committee on Gender-based Violence’. Not least, the ‘first ever Public Hearing on GBV conducted in May 2021’; v) Through the Spotlight Initiative, UNDP has partnered with UN agencies to support the National Capital District Commission (NCDC) in developing its ‘comprehensive strategy to prevent and respond to violence against women and girls for the metropolitan area of Port Moresby’. The Strategy was then taken up as an ‘advocacy tool to call other provincial governors to develop, roll out and fund strategies targeting VAWG’; v) The first ever meeting of the senior provincial governments’ officers and key stakeholders took place discussing GBV in provinces, resources, data sharing and case management issues. The workshop brought for the first-time provincial key government counterparts across the country to roll out the National Strategy to Prevent and Respond to GBV; vi) The Government also ‘committed 10 full time staff for the establishment of the National GBV Secretariat which is the key mechanism to operationalize the Strategy at the National level’; vii) Establishment of the provincial GBV Secretariat in West Britain; viii) Support to survivors of GBV through the law and justice system.

⁷⁰ Statement by Mr. Fred Sarufa, Deputy Permanent Representative of Papua New Guinea to the United Nations at the UNDP Segment, First Regular Session 2022, Executive Board of UNDP/UNFPA/UNOPS, Wednesday, 2 February 2022, New York.

⁷¹ e.g., desk review of UNDP self-reporting, review of independent reports, semi-structured interviews and the field visit.

process “from A to Z, 95 percent of which was down to UNDP”.⁷² UNDP has positioned to play a central role as programme activities “shift towards socio-economic development, self-reliance and economic viability”, thereby maintaining its relevance as the development context evolves.⁷³

Annual reports refer to UNDP contributing to some of the key development results, milestone events and initiatives of the peace process. Between 2018 – 2020 the Country Office supported the ‘creation of the Bougainville Referendum Commission and implementation of the Peace Agreement’;⁷⁴ provided planning and training assistance to the BRC and other key institutions associated with preparations for the post-referendum process; coordinated all international assistance to the referendum process; supported political dialogue with groups, such as ex-combatants, where the unification of political factions is central to peace and stability; maintained the working partnership with UNWomen and UNFPA to extend assistance to young people and peacebuilders and ensuring the participation and inclusion of both women and youth in the process.⁷⁵ These are all significant activities that underpin delivery of the output.

UNDP also supported ‘facilitation of dialogue across the two governments’, which served as a ‘pillar of the Bougainville Peace Agreement’.⁷⁶ ‘National information campaigns’,⁷⁷ advocacy and policy advice also took place through a ‘joint referendum awareness roadshow’, including ‘eight Post-Referendum Planning Meetings’.⁷⁸ Furthermore, in terms of the actual referendum itself, UNDP support enabled it to be regarded as ‘a peaceful, inclusive and credible’ referendum, with, as noted above, ‘women constituting 49 percent of the total of voters’ and a ‘meaningful contribution of young people to the referendum process’.^{79/80}

The **second indicator of success** entailed the pursuit of certain strategies that were germane to the outcome of the referendum process and the transition to longer-term sustainable recovery through inclusion, cohesion and socio-economic development based on the rule of law. Evidence suggests that UNDP has also been active in this regard to the extent that strategies to these ends have also begun to be implemented as the timetable has permitted.⁸¹

It is important to point out that, in terms of attribution, whilst UNDP has played a central role in the above processes, the Country Office is part and parcel of a broader UN and political partnership. For example, the international community has provided political support to the process. Within the UN system, the UN Resident Coordinator’s Office has played a substantial focal point role through the use of its good offices, and the UN Department of Political and Peace-building Affairs (DPPA) has also provided financial and technical resources through its Standby Team and Mediation Support Unit, alongside support provided by Conciliation Resources.⁸²

⁷² Stakeholder Interviews, December 2021.

⁷³ Stakeholder Interviews, December 2021.

⁷⁴ (ROAR 2018)

⁷⁵ Sustaining Peace in Bougainville, 2019, Annual Summary Report. p.7

⁷⁶ (ROAR 2019)

⁷⁷ (ROAR 2018)

⁷⁸ (ROAR 2019)

⁷⁹ (ROAR 2019)

⁸⁰ Important to note, for the purposes of triangulating the results recorded in the various 2018, 2019, 2020 ROAR reports, that the main milestones and results recorded correspond to other reports, for example, the Semi-annual Report, Peace-Building Project, 15 June 2019, p.3-9, etc.

⁸¹ For example; i) Weapons disposal efforts through the ‘formation of a Joint Weapons Disposal Secretariat’; ii) Support to Supervisory Body meetings to address a ‘dispute over the Restoration and Development Grant’; iii) Ensuring female representation in the referendum, as noted above, as well as elections, as well as ‘women’s representation in the Post-Referendum Planning Taskforce’; iii) Enabling the ‘Bougainville Socio-economic Baseline Survey’, launched in 2020; iv) Identification of priorities, such as ‘economic development, fisheries and taxation’ through a consultative process; v) Helping bring together the ‘Coalition of parliamentarians to address GBV’ in Bougainville

⁸² Evidence drawn from the Semi-annual Report, Peace-Building Project, 15 June 2019, p.4

‘Prosperity: inclusive and sustainable growth’

Finding 3. Despite the efforts of the CO, collaboration with the extractive sector, or a strategic partnership with the private sector is yet to be realized, and although some South-South Technical Cooperation (SSTC) ventures have progressed, proof of concept and readiness for scalable, economically viable, sustainable development results have yet to be achieved.

Within the **Prosperity Pillar** of the CPD, the results framework focusses on two outputs. The first, output 2.1, is dedicated to supporting inclusive and sustainable economic growth and has four indicators, whilst output 2.2, promotes SDG integration into public plans, budgeting and monitoring and evaluation systems, and carries three indicators of progress (see summary in Box 3 below and Appendix 7 for the full detail).

In relation to the first indicator, regarding the completion of **baselines and diagnostics in vulnerable provinces**, following the 2018 earthquake evidence exists that ‘UNDP supported an assessment and analysis exercise in two of the most under-developed provinces in PNG’, which ‘provided the foundations for the establishment of an area-based programme for the Southern Highlands and Hela provinces’.⁸³ In the process of undertaking these socio-economic assessments UNDP had to carry out some ‘refocussing as the exercise encountered deep-seated local conflict-related issues, resulting in a Prime Ministerial agreement that it would be useful for some operations to take place under a blue UN flag as a neutral and impartial actor’.⁸⁴ In this regard, UNDP took on a coordination role in the formulation and implementation of the UN Joint Programme (UNJP) for the Highlands, and helped secure US\$ 4m of financing from the

Peace-Building Support Office (PBSO).⁸⁵ A subsequent UNJP, officially launched in 2020, focussed on rural enterprise and resilience through the intersection of UNDP and FAO collaboration. Local leaders and collaborators to the project confirmed to this evaluation that “agriculture, food security and support to SMEs, underpinned by peace-building are the priority...yet implementation has taken far longer than expected”. The focus of the UNJP is currently on peace and social cohesion measures.⁸⁶

In regard to the second indicator above concerning support provided to provinces with **extractive industries and inclusive local supply chain integration**, there is limited evidence from projects to the CPD that this has occurred. This is despite UNDP having positioned into the sector through the research and publication of the 2014 National Human Development Report (NHDR) ‘From Wealth to

Box 3. CPD Pillar 2: ‘Prosperity: inclusive and sustainable growth’:

In the pursuit of inclusive and sustainable economic growth the CPD identifies the following targets:

- Six gender-disaggregated national and subnational baselines and diagnostics carried out in most vulnerable provinces to inform inclusive growth policy responses (from a baseline of zero).
- Five provinces with extractive industries that introduce inclusive local supply chain integration in partnership with UNDP (from a baseline of zero).
- Five UNDP recommendations on fostering good business environment and private sector growth applied by the Government (from a baseline of zero).
- One-hundred thousand men and women benefitting from and participating in interventions related to renewable energy, environment and climate resilience, from a baseline of 30,000 (2016).

⁸³ (2018 ROAR)

⁸⁴ Numerous stakeholder interviews referred to this finding - December 2021/January 2022.

⁸⁵ Stakeholder interviews, December 2021.

⁸⁶ Stakeholder interviews, December 2021.

Wellbeing: Translating Resource Revenue into Sustainable Human Development’. The NHDR identified a number of challenges and opportunities and generated some important recommendations for the policy agenda.^{87/88} The CO does not appear to have pursued any leverage granted by the NHDR in this important policy space. Outside of the mineral extraction sector, two entries in UNDPs annual ROAR reporting suggests that the Country Office has nevertheless provided some assistance, for example, support to the ‘Pomoio Cocoa public-private partnership⁸⁹ and the UNDP Green Commodities Programme established the Palm Oil Platform (POP) for ‘national policy for sustainable palm oil for improved transparency and accountability’.⁹⁰ These projects lie outwith the sample of the CPD evaluation, although the results referred to here demonstrate that there is evidence of some progress in terms of results, however, they appear to fall short of the level of aspiration expressed in the CPD.

Under indicator 3, fostering **good business environment and private sector growth**, it is also difficult to see where meaningful, scalable development results have been achieved within the scope of the CPD. Results reporting for 2018 make reference to UNDPs ‘strategic contribution to the Asia-Pacific Economic Cooperation (APEC) meeting for business climate’⁹¹ although there is no elaboration as to what that contribution was.

On the other hand, UNDP has engaged in some local livelihood’s activities in remote and rural communities. These include in Sandaun, Morobe and East and West New Britain Provinces through the identification and piloting of sustainable approaches to alternative sources of protein and incomes for communities that would otherwise rely on harvesting native animals and/or illegal logging concessions’.⁹² Furthermore, in the Yus mountain range, approximately 400 families across 28 villages benefitted from 30 tons of coffee sold to international buyers.⁹³ No evidence has been found to suggest that these initiatives have proven valuable in terms of ‘proof of concept’ for scalable, replicable enterprise, hence, they do not really shed great light on advancing the overall business environment in PNG.

A contribution to this output is also being advanced by the ‘Support to Rural Entrepreneurship, Investment and Trade Project’ (STREIT) UNJP.⁹⁴ That project commenced operations in January 2020 – hence, after the elapse of the first two years of the CPD, and which coincided with the disruption caused by COVID-19. Important for UNDP results, STREIT focusses on ‘three value chains of cocoa, vanilla and fisheries and aims to increase economic returns and opportunities...’.⁹⁵ However, these focus areas appear to be the lead of FAO, so in terms of attribution, are not claimable by UNDP. In Hela province, it was also observed that ‘UNDP is good at coordination, but the technical support provided by FAO was particularly needed for working with rural smallholders’.⁹⁶

The concluding indicator to output 2.1, relates to **renewable energy, environment and climate resilience**. It is here that UNDP has a clear line of action in place. Both the Entrepreneurship Facilitating Renewable Energy and Energy Efficiency Project (FREAGER) and the STREIT project referred above, make a contribution to this output. The FREAGAR project commenced operations in October 2017 and

⁸⁷ https://hdr.undp.org/sites/default/files/2014_png_national_human_development_report.pdf

⁸⁸ The report has four purposes: (1) Review the extent to which Papua New Guinea’s revenues from extractive industries have led to practical human development outcomes; (2) Reveal lessons from other countries that can be useful for Papua New Guinea; (3) Highlight some specific innovations from Papua New Guinea’s experience that can contribute to development in other countries; and (4) Stimulate, inform and shift the debate in the country to enable leaders to make appropriate choices for the wellbeing of citizens

⁸⁹ (ROAR 2019)

⁹⁰ (ROAR 2020)

⁹¹ (ROAR 2018)

⁹² (ROAR 2019)

⁹³ (ROAR 2019)

⁹⁴ UNDP in collaboration with FAO (lead), ILO, ITU and UNCDF

⁹⁵ Support to Rural Entrepreneurship, Investment and Trade (STREIT) (2020 – 2024) Project Summary

⁹⁶ Stakeholder interviews, December 2021.

ran until June 2021 with the intention of enabling the use of renewable energy and improving energy efficiency, with components relating to energy policy, technology, financing, pilot projects and awareness. The project identified a ‘wide range of policy, legislative and regulatory gaps’⁹⁷ in the sector and provided some ‘off-grid’ solutions. At the time of the Final Mid-Term Review (MTR) of the project, carried out in May 2020, the five demonstration activities were at various stages of development, however the 2 mini-hydro projects had ‘fallen behind schedule’.⁹⁸ On the other hand, implementation of the solar PV mini-grid demo in Samarai Island was a good example of successful implementation’.⁹⁹ Notwithstanding some silver linings, in summary, the MTR expressed ‘major shortcomings in the project design’, citing its ‘highly challenging’ activities, flawed assumptions, short lifecycle, lack of ‘adaptive management’ to problem solve, ‘serious delays in the initial phase’ resulting in ‘limited progress in the first 2 years’ and ‘little progress on access to finance’. The lessons here will be invaluable to similar projects going forward. Meanwhile, although the STREIT project was delayed by COVID-19, work on the technical assessments of the feasibility and investment options for renewable energy generation systems in East and West Sepik Provinces commenced in November 2020 alongside the development of a solar energy policy and associated regulations and operational guidelines, in partnership with the Department of Petroleum and Energy.¹⁰⁰

CPD output 2.2 relates to the effectiveness of development results, with three indicators direct attention towards SDGs integration into public development plans, an SDG financing framework which includes the business coalition, plus a total of four new South-South cooperation agreements.

Regarding the first of these, the target set was for the **SDGs to be integrated within the national medium-term development plan**. This has been achieved (see Figure 3 below), with UNDP providing support to the Department of National Planning and Monitoring in the formulation of the Medium-Term Development Plan (MTDP) (2018-2022), as well as assistance provided for formulation of the Development Partner’s Cooperation Policy. Support was also provided for the strategy for Development Statistics (2018-2027), and for the establishment of the National Development Data Centre in the Department of National Planning and Monitoring, including for strengthening the monitoring and evaluation (M&E) framework for the SDGs within the MTDP.¹⁰¹

Stakeholder interviews also suggest that “UNDP plays a major role in integration of the SDGs, for example, SDG 13 (climate action) has been fully integrated across 10 sectors and UNDP has been instrumental in linking SDG 5 (gender equality) with climate change within Government systems”.¹⁰² In regard to the MTDP, “the Government drew heavily on UNDP support to reduce the number of indicators down from 450, and to further refining the M&E framework”.¹⁰³ The Government led Voluntary National Review (VNR) of progress towards the SDGs recognizes the role played by UNDP as one of a few ‘core members of the SDG Technical Working Group’, which ‘played a vital role in overseeing the review of SDGs in PNG’.¹⁰⁴

⁹⁷ Facilitating Renewable Energy and Energy Efficiency Applications for Greenhouse Gas Emissions Reduction (FREAGER), Final Mid-Term Review (MTR) Report, 5 May 2020, p.9

⁹⁸ Facilitating Renewable Energy and Energy Efficiency Applications for Greenhouse Gas Emissions Reduction (FREAGER), Final Mid-Term Review (MTR) Report, 5 May 2020, p.9

⁹⁹ Facilitating Renewable Energy and Energy Efficiency Applications for Greenhouse Gas Emissions Reduction (FREAGER), Final Mid-Term Review (MTR) Report, 5 May 2020, p.9

¹⁰⁰ Support to Rural Entrepreneurship, Investment and Trade (STREIT) (2020 – 2024), Progress Report, 1st January 2020 – 31st December 2020

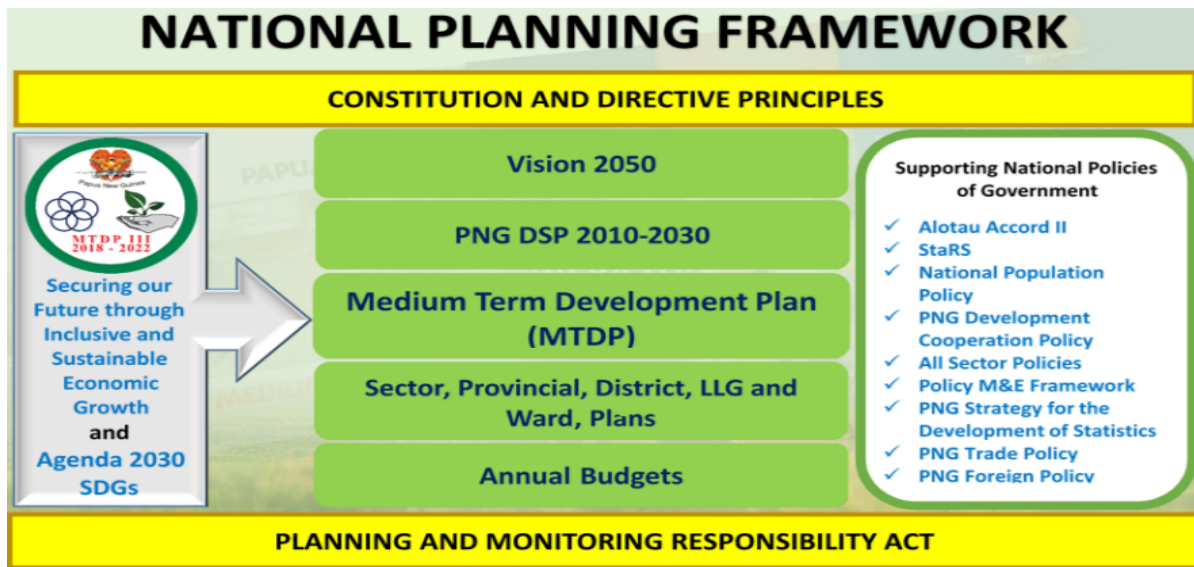
¹⁰¹ (ROAR 2018 and 2020)

¹⁰² Stakeholder interviews, December 2021.

¹⁰³ Stakeholder interviews, December 2021.

¹⁰⁴ Papua New Guinea’s Voluntary National Review 2020, Progress of Implementing the Sustainable Development Goals, p.8

Figure 3. National Planning Framework showing integration of the 2030 Agenda and Sustainable Development Goals (left hand column)¹⁰⁵



In respect to engaging the **business coalition in an SDG financing framework**, UNDP has “consistently reached out to the private sector”, but the results, by the Country Office’s own admission, are so far disappointing.¹⁰⁶ For example, the ‘UNDP and Business Council SDG Dashboard – Step Two’ report by Benefit Capital,¹⁰⁷ (the intermediary appointed by the Country Office to map and gauge private sector receptivity to the SDGs) set out to work with up to 50 businesses, yet only around 13 had signed up, and of these, only around 50 per cent were planning to report against the SDGs.¹⁰⁸ The report surmises that ‘The SDGs can be difficult to navigate, and their impact can be lost if we don’t translate development jargon into clear value propositions that logically connect the achievement of the SDGs with tangible business and commercial outcomes’.¹⁰⁹ Clearly more listening to the private sector is needed in order to interpret what the 2030 sustainable development agenda and SDGs mean in practice and the extent to which they figure within their business models.

The final indicator in this regard refers to a target of four examples of SSTC during the CPD period. Whilst projects related to SSTC were not central to the CPD evaluation, it is understood that the SSTC fund from India has helped to establish a Centre of Excellence in ICT at the National PNG University¹¹⁰ and supported the COVID-19 UNDP emergency health sector response. SSTC initiatives have also been brokered with Japan (Cocoa), and coffee. The cocoa export initiative forms part of the Community Forest and Coastal Areas project in East New Britain. An SSTC facilitated with UNDPs SSTC Office in Seoul has also been pursued.

‘Planet: sustainable management of natural resources, biodiversity conservation, strengthened climate and disaster resilience’

Finding 4. A succession of GEF financed projects has delivered commendable results, in particular associated with the expansion and financing of the network of Protected Areas and the

¹⁰⁵ Asia-Pacific Workshop on Mainstreaming the Sustainable Development Goals into Planning, Budgetary, Financing and Investment Processes, 5-7 November, 2019, Bangkok, Thailand - Presentation by: Mr. Jeremiah Pua, Senior Economic Policy Officer, Department of National Planning & Monitoring, Government of Papua New Guinea.

See: https://www.unescap.org/sites/default/files/Session_1_04_PNG_Development_Planning.pdf

¹⁰⁶ Stakeholder interviews, December 2021.

¹⁰⁷ <https://benefit.capital/>

¹⁰⁸ Private Sector SDG Dashboard Step Two Report, Benefit Capital, September 2018, p.7

¹⁰⁹ Private Sector SDG Dashboard Step Two Report, Benefit Capital, September 2018, p.1

¹¹⁰ (ROAR 2018)

establishment of the Biodiversity and Climate Fund (BCF), however, there is yet more potential for UNDP to be able to support sustainable development pathways that better integrate and leverage Papua New Guinea’s economic, social and environmental potential.

In outcome area three ‘planet’, effective progress has been recorded in environmental and bio-diversity strategic plans and regulatory frameworks. Protected areas are more secure through strengthened legislation and better served with more effective financing and management. Multi-hazard provincial disaster and climate risk assessments, critical for local resilience, are taking root, but will need ongoing support to enable full implementation. Priority sectors have benefited from climate change adaptation, disaster risk management and recovery mainstreaming. Preparedness measures have also improved over the CPD period.

The third pillar of the CPD incorporates UNDPs contribution to **climate-proofing, conservation, the sustainable use of natural resources and disaster risk management.**

A robust portfolio of projects¹¹¹ in the environment sector has enabled UNDP deliver substantive results in both of these output areas during the cycle of the CPD. Box 4 provides a summary, while the detailed results framework for pillar three can be found at Appendix 8.

Evidence exists for UNDP having supported a raft of national and sub-national interventions, which summarily include:¹¹²

- i. Establishment of the first National Disaster Risk Reduction Framework.¹¹³

Box 4. CPD Pillar 3: “Planet: sustainable management of natural resources, biodiversity conservation, strengthened climate and disaster resilience”

First, (output 3.1) in relation to legislation, policies and plans, the four indicators of progress refer to:

- i) protected areas (with effective financing in place);
- ii) REDD+;
- iii) multi-hazard disaster risk management and climate risk assessments, including risk-informed development plans;
- iv) plans and sectors that incorporate climate change adaptation, disaster risk management and recovery (mainstreaming).

Second, (output 3.2) with regard to strengthening the capacities of communities and public officials, the four indicators in this domain focus on:

- i) management effectiveness of protected areas;
- ii) early warning systems established in major rivers;
- iii) preparedness measures for the disaster management team, and;
- iv) disaster recovery funding.

¹¹¹ The broad portfolio of projects in the environmental domain includes: Strengthening Disaster Risk (2015 – 2018); Building Resilience to Climate Change (BRCC) (NGO Facilitation (2019 – 2021); Climate Promise - Enhancing NDCs (2019 – 2020); Community based Forest & Coastal Conservation and Resource Management Project (GEF 4) (2012 – 2019); Strengthening (cross-cutting) Capacities to Measure, Report and Verify Indicators of Global Environment Benefits (Oct 2014 - Apr 2019); Strengthening the Management Effectiveness of the National System of Protected Areas (Inc. Yus, Torrichelli and Varirata-Sogeri) (2013 - Nov – 2020) (GEF 6); National Adaptation Plan (NAP) (Feb-2020 - Aug 2021); REDD+ Readiness Project (Phase 1 and Phase 2) (2015-2020); Sustainable Finance of Papua New Guinea’s Protected Area Network (2018 – 2025).

¹¹² The ROAR for 2020 also includes: i) PNG as the 6th country to submit its 2nd Enhanced NDCs and Implementation Plan, inc. participation of women and youth; ii) PNG’s first National Sustainable Land Use Policy and Land Information Management System; iii) The Forestry Act; iv) The Climate Change Management Act. However, these development results could not be triangulated due to limited access to national counterparts, the projects not featuring in the evaluation, or no direct reference to them in third party reporting, which may not have been conducted by the time the evaluation took place in the period November 2021 – January 2022. In the example of supporting the NDC, the stakeholder interviews suggested that UNDP had played a role, but there was no project reporting provided to the evaluation of exactly what had been achieved.

¹¹³ (ROAR 2018)

- ii. Support to CEPA for registration of five new protected areas (up from 53 in 2018 to 59 2020).¹¹⁴
- iii. Three Provincial Forest Plans finalized for West New Britain, Madang and East New Britain.¹¹⁵
- iv. Completion of the REDD+ Finance and Investment Plan.¹¹⁶
- v. Management of environmental resources with biodiversity conservation, and the development of strategic frameworks that mainstream climate adaptation measures.¹¹⁷
- vi. National Forest Inventory and Web-GIS portal upgraded for accurate info and reporting of GHG emissions.¹¹⁸

With respect to establishing a **National Disaster Risk Reduction Framework** for PNG, the UNDP project ‘Strengthening Disaster Risk’ commenced well before the current CPD in 2015, but ran up to December 2019 after several no-cost extensions¹¹⁹. The independent review commissioned at the end of that project concluded the exercise to be an ‘effective process’, but which required ‘an implementation plan, appropriate funding, monitoring and evaluation’.¹²⁰ Other observations reported ‘slow capacity development of the National Disaster Centre (NDC)’, with similarly ‘low capacities and resources in the provinces’, alongside other challenges, including a level of ‘disinterest in disaster recovery’.^{121/122}

More positively, as part of the above initiative, the provision of a **Humanitarian Coordination Specialist** providing critical support to the UN Resident Coordinator (UNRC), as co-chair of the Disaster Management Team, (DMT) has assisted greatly in the wake of the 2018 Highlands earthquake. As a result, a functioning DMT has continued to operate, including regular ‘meetings of the Inter-Cluster Coordination Group (ICCG) enabling ongoing monitoring of humanitarian situation’, for example, ‘reporting on disaster events’, as well as ‘technical support for updating the Disaster Management Act’.¹²³ In addition to support provided in response to the COVID-19 pandemic (see separate section below), permitted activities at the community level to proceed, including the installation of ‘water harvesting systems in 9 communities and water, hygiene and sanitation measures in three others’.¹²⁴

In terms of supporting the **management effectiveness of protected areas**, this enabled the functioning of ‘a comprehensive database on protected areas at 192 sites, up from only 59 sites in 2017’¹²⁵ This was supplemented by through the provision of assistance that witnesses the METT improved for three areas of high conservation value:

- Varirata National Park increased from 27 percent to 54.9 percent;
- YUS Conservation Area increased from 57 percent to 69 percent;
- Torricelli Conservation Area increased from 57 percent to 69 percent.

In addition to that, from its 2015 baseline, the Conservation Environment and Protected Authority’s (CEPA) capacity also improved to 52 percent¹²⁶ and the METT of protected areas at the community

¹¹⁴ (ROAR 2020)

¹¹⁵ (ROAR 2020)

¹¹⁶ (ROAR 2018)

¹¹⁷ (ROAR 2019)

¹¹⁸ (ROAR 2020) and corroborated in the ‘Independent Evaluation of the World Bank’s Forest Carbon Partnership Facility (REDD+) Readiness Project (Phase 1 and Phase 2), Final Report, November 2020, Executive Summary, p.2’

¹¹⁹ The segment of the project providing humanitarian coordination support was further extended until December 2020, with a focus on providing support to the Disaster Management Team.

¹²⁰ Strengthening Disaster Risk Management in PNG – Independent Review, October 2018, p.IV

¹²¹ Strengthening Disaster Risk Management in PNG – Independent Review, October 2018, p.IV

¹²² Other management and efficiency weaknesses associated with the project are reported below.

¹²³ Humanitarian Coordination Component of ‘Strengthening Disaster Risk Management in Papua New Guinea’, Summary Report, 2020.

¹²⁴ Humanitarian Coordination Component of ‘Strengthening Disaster Risk Management in Papua New Guinea’, Summary Report, 2020.

¹²⁵ (ROAR 2018) and Building Resilience to Climate Change (BRCC) in Papua New Guinea – NGO Facilitation and Community Disaster Response Strategy, p.7

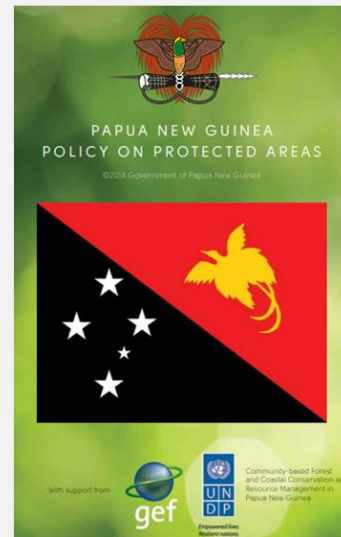
¹²⁶ (ROAR 2019).

level increased to 53 percent in 2019 in comparison to 35 percent in 2015.¹²⁷ Further innovation supported by UNDP enabled ICT mobile phone applications to allow rangers in communities to report conservation issues - called “Lukim Gather”, which was part of the US\$ 12.3m investment in the Protected Areas project.^{128/129}

In triangulating the achievements of that project through its Terminal Evaluation conducted in December 2020, it was adjudged to have ‘achieved a great deal under many difficult challenges’, with a ‘solid strategy’, albeit it with ‘weaknesses’, which included ‘insufficient attention to the Environmental Impact Assessment (EIA) process’ and a need to be ‘more heavily-weighted towards on-the-ground conservation efforts’. Selection of the YUS Conservation Area and Torricelli Conservation Area, where NGOs had long experience of working with communities was regarded as ‘good’, and capacities of local actors and NGOs had been increased. However, opportunities to reflect on differentiated learning across the three sites was ‘missed’ and ‘no exit strategy was prepared’.¹³⁰ In overall terms, the project was determined to have been ‘moderately satisfactory’ in its rating.¹³¹

The **Community Based Forests and Coastal Areas** project, which spanned the period August 2012 to December 2019, faced significant ‘logistical, institutional and capacity impediments’.¹³² Despite this, the project ‘delivered significant technical outputs’ with subsequent ‘policies and regulatory instruments being informed by leading edge approaches to conservation in terms of community-based systems and financing’, especially in New Britain, although ‘Government and political support is required to implement these principles’. Yet, despite scoring only ‘moderately successful’^{133/134} the project was recognised by the Government for contributing to the PNG Policy on Protected Areas (2014) (see Figure 4 right).¹³⁵ UNDP was acknowledged for providing ‘extensive

Figure 4. Community-based Forest and Coastal Conservation and Resource Management in PNG.
Recognition of UNDP Contribution to National Policy and Legislation



¹²⁷ (ROAR 2020).

¹²⁸ The unabridged name of the ‘Protected Areas Project is: ‘Strengthening the Management Effectiveness of the National System of Protected Areas (Inc. Yus, Torrichelli and Varirata-Sogeri) (2013 - Nov – 2020)’.

¹²⁹ (ROAR 2019)

¹³⁰ Strengthening the Management Effectiveness of the National System of Protected Areas, Terminal Evaluation of the UNDP-Supported/GEF-Financed Project, 29 December 2020, Executive Summary, p.2

¹³¹ Strengthening the Management Effectiveness of the National System of Protected Areas, Terminal Evaluation of the UNDP-Supported/GEF-Financed Project, 29 December 2020, Executive Summary, p.2

¹³² Terminal Evaluation, Community-based Forest and Coastal Conservation and Resource Management in PNG (CbFCCRM – GEF 4), Final Report, John Carter and Katherine Yuave, March 2020, p.8

¹³³ Terminal Evaluation, Community-based Forest and Coastal Conservation and Resource Management in PNG (CbFCCRM – GEF 4), Final Report, John Carter and Katherine Yuave, March 2020, p.8

¹³⁴ Based on the Terminal Evaluation referred immediately above, the overall project outcome rating stated: “There has been significant progress in developing the policy and regulatory instruments for PA development and management (but needing full endorsement and implementation). A significant total area of WMAs, in New Britain (434,116 ha, in 17 WMAs), has been brought into the gazettal process, with improved management plans and evident landowner commitment to the conservation process, aided by project initiatives supporting alternative livelihoods. Further, the capacity of all conservation partners in the project has been elevated, and the working relationships between different levels of government and local communities seems to be more functional than in the past, with technical and financial commitments to conservation and livelihood development being made at all levels.”

¹³⁵ For the beautifully presented PNG Policy on Protected Areas, see: <https://leap.unep.org/sites/default/files/legislation/png176303.pdf>

support’ to the subsequent, albeit delayed, Protected Areas Bill (2022), no doubt a product of the efforts of the same project, but which occurred after its official conclusion.¹³⁶

UNDPs GEF 5 project for PNG focussed on **‘Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits’**, which commenced in October 2014 and closed in April 2019. The project was formulated to address ‘weak data information management’.¹³⁷ Although the Terminal Evaluation revealed that even though good ‘adaptive management’ had been employed, this project had suffered from implementation challenges and had been ‘bumpy’. Nevertheless, the approach fashioned some good concepts, such as the Data License Agreement (DLA), which included important ‘data sharing protocols’, which was aligned with the Government’s ‘Strategy for the Development of Statistics (2018 – 2027)’.¹³⁸ Unfortunately, the project was inhibited by ‘a lack of reporting’ and ‘missed opportunities to collaborate and exchange experiences with 30 other similar GEF funded initiatives worldwide’.¹³⁹ Despite these shortcomings the project was able to deliver an open-source environmental data portal and CEPA Data Sharing Policy, and thereby contribute to the broader objectives of the CPD.

Building on from the projects above, the GEF 6 project **‘Sustainable Financing of Papua New Guinea’s Protected Area Network’** covers the period 2018 – 2026. It includes the establishment of a biodiversity fund, which, within the 2021 Project Implementation Report (PIR), summarizing the first two years of implementation, suggests an expanded remit for ‘a Biodiversity and Climate Fund (BCF) for PNG’.^{140/141} The project has supported: i) validation and finalization of the Protected Areas Finance and Investment Plan at the stakeholder workshop in March/April 2021; ii) CEPA in the hosting of the country’s first National Protected Area Forum in June 2021 (over 80 in-person and 50 virtual participants); iii) a thorough assessment of risk measures; iv) a series of trainings and workshops across a range of institutional, regulatory, financial, social and environmental subjects. One potential red flag at this stage is that co-financing commitments are reported to be ‘very low’.¹⁴² Despite constraints and lockdowns observed as a result of the COVID-19 pandemic, the project’s progress has been assessed to be currently ‘satisfactory’ by the UNDP, Nature, Climate and Environment (NCE) Technical Advisor.¹⁴³

The **Building Resilience to Climate Change (BRCC)** project is a partnership with the Asian Development Bank (ADB) and the Government of PNG to specifically build community-level resilience to the impacts of climate change affecting vulnerable communities. UNDP was introduced to the partnership via an agreement with the Climate Change Development Authority (CCDA) in March 2020 to help expedite

¹³⁶<https://theworldnews.net/pg-news/protected-areas-bill-2022-finalised#:~:text=Protected%20Areas%20Bill%202022%20Finalised%20The%20Government%2C%20through,support%20from%20the%20United%20Nations%20Development%20Programme%20%28UNDP%29.>

¹³⁷ Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits (2014 – 2019), Terminal Evaluation, April 2019., p.1

¹³⁸ (ROAR 2019) and Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits (2014 – 2019), Terminal Evaluation, April 2019., p.3

¹³⁹ Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits (2014 – 2019), Terminal Evaluation, April 2019., p.3

¹⁴⁰ Sustainable Bio-Diversity Conservation Finance PNG – Project Implementation Report (PIR) 2021, p.25

¹⁴¹ As per the above report it is worthy to footnote progress associated with Outcome 2 of the project for the establishment of a fully functional biodiversity fund: “For this reporting period, the project has achieved key milestones towards establishing the fund, these are: (1) a concept note for the fund has been developed, presented and approved by the Minister for MoECCC and MD of CEPA; (2) A global best practice review of the experience of Conservation Trust Funds (CTF) and lessons for PNG has been undertaken and presented to stakeholders; (3) completed a legal analysis of options to establish an independent fund in PNG and a website has been developed to share information on the fund’s progress with stakeholders. (4) the work to set up Fund’s Secretariat, fund registration, develop strategic plan, operational manual is underway. Following advice from the Minister, MoECCC and stakeholders, the project will expand the scope and mandate of the fund to create a Biodiversity and Climate Fund (BCF) for PNG. The fund is anticipated to be launched by the end of 2021 and to begin grant disbursements in 2022.”

¹⁴² Sustainable Bio-Diversity Conservation Finance PNG – Project Implementation Report (PIR) 2021, p.28

¹⁴³ Sustainable Bio-Diversity Conservation Finance PNG – Project Implementation Report (PIR) 2021, p.25

project activities and has since carried out Climate Change Vulnerability Assessments and Adaptation Plans (CCVAPs) covering East New Britain, Manus, Milne Bay, Morobe and the Autonomous Region of Bougainville.¹⁴⁴ A number consultation reports, Disaster Risk Reduction (DRR) and Priority Investment Plans (PIPs) have also been completed as part of the BRCC project.¹⁴⁵

Since climate change represents an acute challenge for PNG, UNDPs support to the project '**Advancing Papua New Guinea's National Adaptation Plan**' reflects this priority. The initiative began in early 2021 with a 'review of legislation and policy gaps' and the 'development of adaptation planning guidelines for key sectors (agriculture, health, transport and infrastructure)'.¹⁴⁶ Early efforts in the project have been invested in sensitization of stakeholders to the main challenges and issues through the facilitation of national and regional consultation workshops. Due to disbursement delays and COVID-19 restrictions the project has been extended into 2022, with many of the key deliverables taking place outwith the timescale of this evaluation.

Finally within the environment portfolio, funded by the World Bank Forest Carbon Partnership and implemented by UNDP from 2015 to 2020 (in two phases) the **REDD+Readiness Project** aimed at getting Papua New Guinea ready for implementing the REDD+.¹⁴⁷ The Independent Final Evaluation of that project concluded that delivery of this 'very ambitious project' had been 'successful' and that the 'REDD+ Warsaw framework is now in place, enabling the country to participate'.¹⁴⁸ Moreover the National REDD+ Strategy (NRS) had been developed in a 'highly participative, intersectoral and successful process' and had been complemented by a 'National REDD+ Finance and Investment Plan (NRFIP)', but which lacked 'step-by-step detail as well as thorough feasibility'. Similarly, the Forestry segment was deemed 'compliant' and the National Forest Monitoring System (NFMS) and web portal established. Whilst the report concluded that the project had supported 'significant policy reforms' it had also generated a forward agenda of operationalization around which 'much remains to be done'.¹⁴⁹

Planet Pillar - Impact on gender

The **strengthening disaster risk management** project does not have specific activities or outputs to address gender equality or women's empowerment, however, in its role as Secretariat of the of the Disaster Management Team (DMT), it ensures its members pursue requirements to uphold the centrality of protection, address gender-based violence and advocate for protection from sexual exploitation and abuse. The Protection Cluster was strengthened by the identification of a dedicated cluster leader who facilitated regular meetings of the Protection Cluster and its sub-clusters for

¹⁴⁴ Environmental and Social Monitoring Report, Semi-annual Report, July 2021, Papua New Guinea: Building Resilience to Climate Change (BRCC) in Papua New Guinea, Prepared by Climate Change and Development Authority for the Asian Development Bank. P.7

¹⁴⁵ For exact details refer to pages 11-12 of Environmental and Social Monitoring Report, Semi-annual Report, July 2021, Papua New Guinea: Building Resilience to Climate Change (BRCC) in Papua New Guinea, Prepared by Climate Change and Development Authority for the Asian Development Bank: https://www.adb.org/sites/default/files/project-documents/46495/46495-002-esmr-en_3.pdf

¹⁴⁶ Readiness and Preparatory Support Project – Interim Progress Report, 1 January 2021 – 30 June 2021

¹⁴⁷ REDD+ is a framework created by the UNFCCC Conference of the Parties (COP) to guide activities in the forest sector that reduces emissions from deforestation and forest degradation, as well as the sustainable management of forests and the conservation and enhancement of forest carbon stocks in developing countries. It aims at the implementation of activities by national governments to reduce human pressure on forests that result in greenhouse gas emissions at the national level, but as an interim measure also recognizes subnational implementation. The implementation of REDD+ activities is voluntary and depends on the national circumstances, capacities and capabilities of each developing country and the level of support received. Source: <https://unfccc.int/topics/land-use/workstreams/redd/what-is-redd>

¹⁴⁸ Independent Evaluation of the World Bank's Forest Carbon Partnership Facility (REDD+) Readiness Project (Phase 1 and Phase 2), Final Report, November 2020, Executive Summary, p.2

¹⁴⁹ Independent Evaluation of the World Bank's Forest Carbon Partnership Facility (REDD+) Readiness Project (Phase 1 and Phase 2), Final Report, November 2020, Executive Summary, p.2

Gender Based Violence and Child Protection. The DMT also tracks and disaggregates by gender the participants in its meetings.

The **Building Resilience to Climate Change** project objective includes 21 gender-responsive disaster response strategies developed, yet little detail was unveiled as to how gender has been incorporated into those strategies.

The concluding lessons learned from the **Community-based forests and Coastal Areas** project refers to the fact that from the New Britain component: ‘Women in Pomio culture own land, so every committee has a women’s rep, every ward committee, LLG has a women’s rep’. Meanwhile the only reference to gender that occurs in the recommendations of the same project suggests a ‘review of the gender action plan to clarify how all women to be engaged with the project may have a role, and also to clarify how specific opportunities can be provided to just women. Also ensure that a project reporting system that includes gender disaggregation of data’. It was concluded that the project has not directly mainstreamed women’s empowerment nor does it have an active gender strategy or an officer assigned to keep women’s empowerment in the spotlight. However, it has indirectly contributed through a variety of project approaches:

- Most of the project partner staff (in CEPA, UNDP, the PMU, and the associates in New Britain) are women.
- Representation of women on WMA committees (the ones that were consulted) ranged from 15 to 50%. The project encouraged this in various consultations and workshops.
- Most of the communities in East New Britain are matrilineal, with land holdings passed through the lineage of women; this translates into a strong awareness of the integrity of the land and the need to care for it, although the men in these communities still claim that they are the decision-makers (after consulting with women). This does create a counterweight to the inclination of some men to pursue development such as logging and oil palm.
- Women in New Britain focus on the needed services and infrastructure in their communities (and have their own committees, not connected to the project, to address these issues). They were able to give focus to these needs in alternative livelihood initiatives that developed within the project period (for example, water supply, garden zones, the cocoa initiatives, guesthouse operations, toilet facilities; however, note that some of these were legacies of other donor-funded projects).
- Women indicated that they had participated in guesthouse cooking, sewing and cocoa/coconut training provided by agriculture extension officers. A gender focus, as observed in all of New Britain, is restrained by customary practices, where women are not given speaking space.¹⁵⁰

The project **Advancing PNGs National Adaptation Plan** starts a baseline of a ‘lack of gender disaggregated climate change information’. In addition, it contains as an indicator that ‘gender sensitive indicators identified for monitoring climate change impacts will be incorporated into the IKM system’. Yet the only monitoring report¹⁵¹ provided to the evaluation makes no reference to gender in the progress reporting.

Several other terminal evaluations of projects in pillar three of the CPD refer to the need to strengthen gender dimensions:

¹⁵⁰ Terminal Evaluation, UNDP Papua New Guinea, Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea (CbFCCRM – GEF4)

¹⁵¹ Interim Progress Report 1 January 2021 – 30 June 2021

- The terminal evaluation of the project **Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits** noted that ‘the gender dimension was not considered in the project document. No reference is made to gender considerations in the baseline information such as the existence or not of gender-disaggregated environmental data nor any reference to consider gender in the implementation of the project’. Hence the recommendation suggested ‘To include gender mainstreaming into all development projects in PNG implemented by UNDP. The need to consider gender into all projects in PNG could not be overstated. The role of women in the management of natural resources in PNG is critical and that gender considerations complying with international standards is a must in any conservation projects. All projects developed by UNDP should include gender mainstreaming into project strategies, including the need to conduct gender-sensitive risk assessments and the use of a gender scorecard to assess the performance in gender mainstreaming.’
- Along similar lines, the Independent Final evaluation of the Reduced Emissions from **Deforestation and Degradation (REDD+)** project recommends the development of ‘gender guidelines for REDD+ implementation’.
- The terminal evaluation of the project **Strengthening of Management Effectiveness of the National System of Protected Areas** suggested ‘sharing relevant experiences from around the world with Implementing Partners (IPs) regarding practical approaches to engender gender equality and women’s empowerment’.

Finally, the project ‘**Sustainable Financing of PNGs Protected Area Network**’ Project Implementation Report of 2021 reported that the first National Protected Area Forum took place in June 2021 and included a special cross-cutting session on the role of women in conservation management. The project completed its gender analysis and action plan, including the basis for which women and youth were engaged. As a Gen 2 marker project, additional details were drawn out in project implementation pertaining to the increasing role that women have played in the project through its implementation, for example, through participation in decision-making and leadership structures related to environmental management.

Overview of CPD Effectiveness and Heat Map of Progress

Based on the above assessment of progress across the CPD’s three pillars, three outcomes, seven outputs and twenty-two output indicators, a summary heatmap of progress (see Table 5 below) can be framed to help illustrate where development results are being achieved and areas which require an intensification of effort over the remaining period of the CPD.

Table 5. Overall Summary ‘Heat Map’ of Progress CPD PNG (2018 – 2022)¹⁵²

| UNDAF Outcome | CPD Output | CPD Output Indicators |
|--|---|--|
| By 2022, government and non-governmental institutions demonstrate improved transparency, accountability, delivery of justice and promotion of peace and security. | 1.1: Institutions have strengthened systems and capacities to perform their functions, roles and responsibilities in support of good governance, service delivery, democracy, peace and security. | 1.1.1 Improvement in parliamentary committees’ performance 1.1.2: Change in citizen perceptions towards quality of service and citizen involvement identified through provincial citizen perception surveys 1.1.3: Number of state entities at national, provincial and district levels adopt and implement the integrated finance management system (IFMS) |
| | 1.2: Increase in women’s participation in decision-making and representation in leadership positions. | 1.2.1: Number of political parties that commit to supporting female membership in parties and in executive roles 1.2.2: Gender-based violence council established and in operation |
| | 1.3: The Bougainville referendum is supported to conduct free and fair elections, and post referendum strategies with the two governments are formulated. | 1.3.1: Bougainville Referendum Commission (BRC) established. 1.3.2: Number of strategies developed to implement the outcomes of the 2019 referendum. |
| 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.[1] | 2.1: National systems strengthened to support growth of sustainable and inclusive entrepreneurship. | 2.1.1: Number of gender-disaggregated national and subnational baselines and diagnostics carried out in most vulnerable provinces to inform inclusive growth policy responses. 2.1.2: Number of provinces with extractive industries that introduce inclusive local supply chain integration in partnership with UNDP. 2.1.3: Number of UNDP recommendations on fostering good business environment and private sector growth applied by the Government. 2.1.4: Number of men and women benefitting from and participating in interventions related to renewable energy, environment and climate resilience |
| | 2.2: SDGs integrated and localized into public development plans, budgets and monitoring and evaluation frameworks and data systems developed to monitor progress. | 2.2.1: Number of development plans, monitoring and evaluation frameworks and database analytical systems for SDG integration established. 2.2.2: Resource requirement for SDG implementation addressed. 2.2.3: Number of South-South cooperation agreements and programmes that deliver measurable and sustainable development benefits for participants. |
| By 2022, Papua New Guinea demonstrates improved performance in managing environmental resources and risks emanating from climate change and disasters.[1] | 3.1: Legislation, policy and strategic plans for climate-proofing, conservation, sustainable use of natural resources and disaster risk management in place. | 3.1.1: Number of strategic plans and regulatory frameworks developed (covering protected areas, REDD +, disaster risk management). 3.1.2: Number of protected areas with effective financing systems in place. 3.1.3: Number of multi-hazard provincial disaster and climate risk assessments that inform development plans, taking into account differentiated impacts 3.1.4: Number of plans and sectors that incorporate climate change adaptation, disaster risk management and recovery (mainstreaming). |
| | 3.2: Capacities of communities and public officials enhanced to manage protected areas and address climate and disasters risks. | 3.2.1: Management effectiveness tracking tool (METT) scores over the project lifetime, reflecting management effectiveness of protected areas. 3.2.2 Number of new climate early warning systems established in major rivers 3.2.3: Percentage of minimum preparedness measures for disaster management team in Papua New Guinea are in place 3.2.4: Disaster recovery funding incorporated into the Government’s disaster financing approach. |
| Key | | Evidence of good progress |
| | | Evidence of partial progress |
| | | No significant evidence of progress |

¹⁵² UNDP pursued the CPD drawing broadly on its six corporate cross-cutting ‘Signature Solutions’: 1. Keeping people out of poverty; 2. Governance for peaceful, just, and inclusive societies; 3. Crisis prevention and increased resilience; 4. Environment: nature-based solutions for development; 5. Clean, affordable energy; 6. Women’s empowerment and gender equality. Of these six, Signature Solutions 2, 4 and 6 were most obviously leveraged during implementation of the 2018 – 2022 CPD. Signature solution 1 was most absent, giving rise to recommendation 3 regarding LNOB and the corresponding signature solution on poverty.

Efficiency

Finding 5. The CO has maintained a good overall level of financial and programmatic delivery (see Tables 6-8 and Figure 5 below). This has been accomplished despite operational difficulties presented by Papua New Guinea's unique geographic characteristics, capacity challenges, and of course, the COVID-19 lockdowns and impacts. Since 2014, the volume of programme funds has approximately doubled. However, a number of projects in the pre-COVID phase of CPD implementation experienced delays in recruitment, procurement and disbursements.

The following section discusses CPD efficiency across a number of related criteria consisting of finance and co-financing, value for money, timing and delays, management arrangements, monitoring and reporting, communications and risk management.

When looking at the criterion of efficiency it is important to first point out that there is a high transaction cost of doing business in Papua New Guinea due to the dramatic natural and seascape features. These are compounded by connectivity, infrastructure, capacity and logistical issues. The frequency with which national counterparts and focal points for projects change within Government is also a factor.

Finance and co-financing

In framing the assessment, the evaluation considered the indicative financial resources set out in the original Executive Board approved CPD and actual financing as provided in the evaluation TORs, as summarized in Tables 6-8 below:

Table 6. Country Programme – indicative versus actual available financing (USD) per outcome/yr. (to date).¹⁵³

| Outcome 1: Peace | | Outcome 2: Prosperity | | Outcome 3: Planet | | Total (USD) | |
|------------------|------------|-----------------------|-----------|-------------------|------------|----------------|------------|
| CPD Indication | Actual | CPD Indication | Actual | CPD Indication | Actual | CPD Indication | Actual |
| 33,000,000 | 18,530,115 | 2,549,000 | 2,194,857 | 56,335,000 | 30,931,825 | 91,884,000 | 51,656,797 |

Table 7. Country Programme - available financing (USD) per outcome/yr. (to date).¹⁵⁴

| Available Resource Per Pillar/Outcome (US\$) | | | | |
|--|------------|------------|------------|------------|
| Year | Peace | Prosperity | Planet | Total |
| 2018 | 4,155,466 | 1,550,000 | 6,121,874 | 11,827,340 |
| 2019 | 3,245,675 | 104,907 | 9,712,245 | 13,062,827 |
| 2020 | 5,883,630 | 526,161 | 8,827,544 | 15,237,335 |
| 2021 | 5,245,344 | 13,789 | 6,270,162 | 11,529,295 |
| Total | 18,530,115 | 2,194,857 | 30,931,825 | 51,656,797 |

As noted above, the strategy of the CPD was to deliver against the three pillars of 'Peace and Governance', 'Prosperity', and 'Planet'. Resourcing is skewed towards planet, followed by peace and governance, with relatively limited funding for prosperity. Gender/GBV is situated largely within the peace pillar. Financial budgets and expenditures by outcome over the period January 2018 – end

¹⁵³ Source: Approved CPD (2018-2022) and Original Source UN Info – as provided in the evaluation TORs.

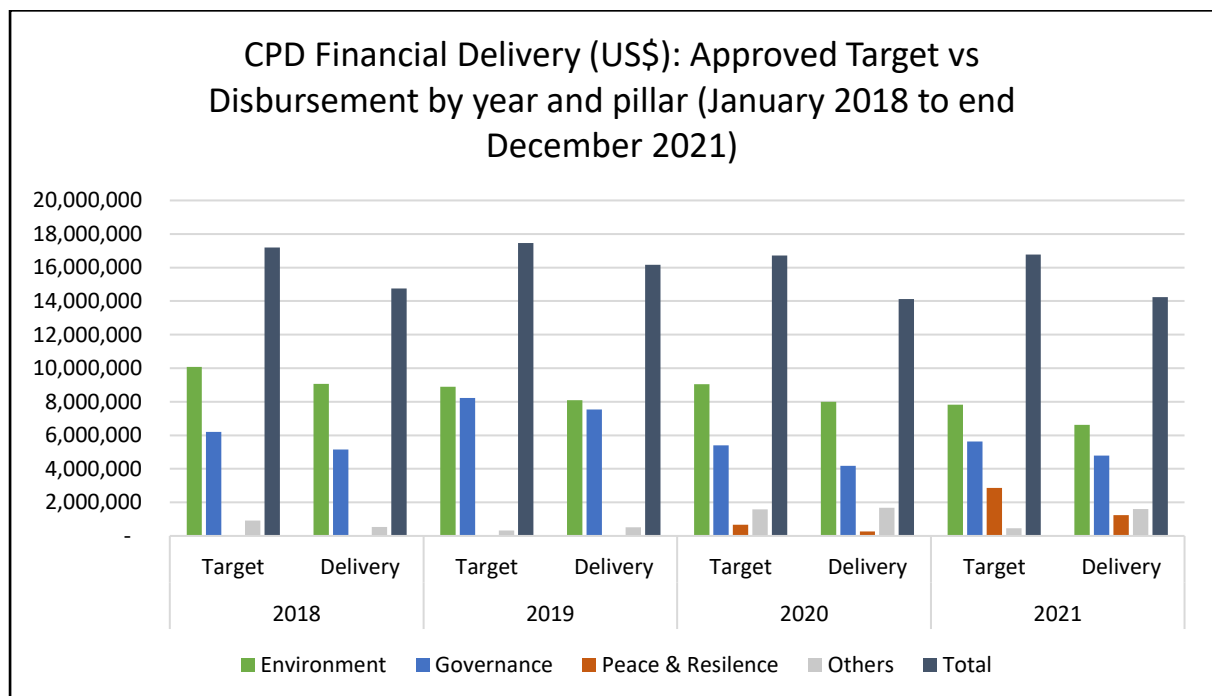
¹⁵⁴ Original Source UN Info – as provided in the evaluation TORs, correct as of November 2021.

December 2021, based on Country Office data supplied based on the UNDP STREAM system is set out in Table 8 and Figure 5 below.¹⁵⁵

Table 8. CPD Financial Delivery (US\$): Approved Budget (Target) vs Disbursement (Actual Expenditures) by year and pillar (2018 to November 2021).

| CPD Pillar | 2018 | | 2019 | | 2020 | | 2021 | |
|--------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| | Target | Delivery | Target | Delivery | Target | Delivery | Target | Delivery |
| Environment | 10,071,330 | 9,062,110 | 8,896,716 | 8,100,292 | 9,045,679 | 8,002,273 | 7,822,837 | 6,615,907 |
| Governance | 6,209,338 | 5,157,821 | 8,230,981 | 7,538,416 | 5,402,775 | 4,181,548 | 5,635,000 | 4,783,680 |
| Peace & Resilience | - | - | - | - | 669,523 | 260,108 | 2,860,000 | 1,235,178 |
| Others | 922,000 | 539,736 | 325,386 | 515,594 | 1,592,385 | 1,686,182 | 450,000 | 1,595,478 |
| Total | 17,202,667 | 14,759,666 | 17,453,083 | 16,154,302 | 16,710,362 | 14,130,111 | 16,767,837 | 14,230,243 |
| Percent delivery | | 86 | | 93 | | 85 | | 85 |

Figure 5. CPD Financial Delivery (US\$): Approved Target vs Disbursement (Actual Expenditures) by year and pillar (January 2018 to end December 2021)



Despite the impact of COVID-19 the CO has maintained a relatively high degree of financial delivery during that period (93 percent and 85 percent respectively in the years 2019 and 2020). The environment pillars dominate, with peace and governance featuring prominently. The 'Recovery and Resilience pillar' began financial reporting in 2020.

In terms of **external financing mobilized** to key projects included within the CPD evaluation, Table 7 below provides an overview. Financial data has been drawn from finalized and signed project documents and from UNDP Summary Project Sheets provided to the evaluation team. More detailed and accurate data may be available from the UNDP Finance Department.

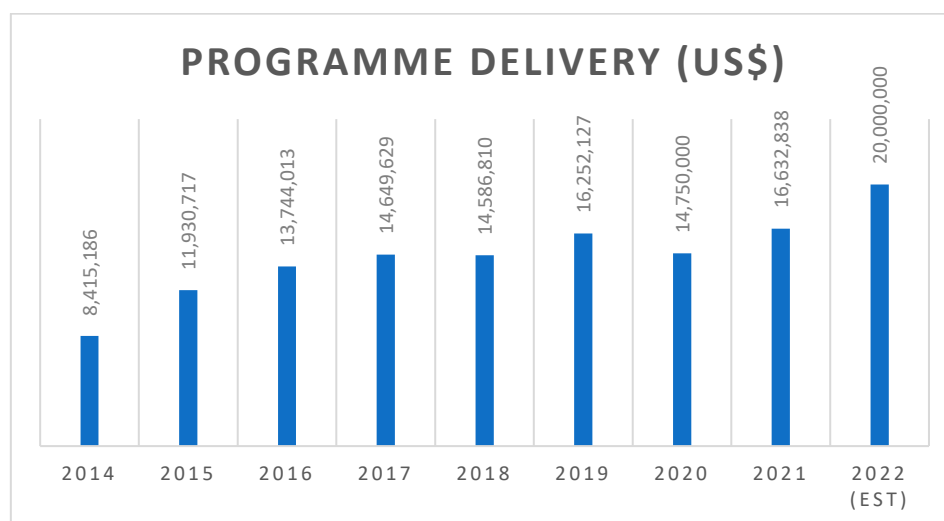
¹⁵⁵ Source: Updated financial data as reflected in Table 8 and Figure 5 was provided to the evaluation team after the submission of the Draft Evaluation Report. As a result, this Final version of the report contains financial information in the period including November and December 2021.

Table 9. External Funds Mobilized from Key Projects included within the CPD Evaluation

| External Funds Mobilized from Key Projects included within the CPD Evaluation | | | | |
|---|--|------------------------|---------------------|--|
| Outcome 1: Peace (& Governance) | | Start /End Date | Approx. US\$ | Dev. Partners |
| 1 | Bougainville: Post-Referendum Support | Aug 2018 - Mar 2020 | 1,303,843 | DFAT, Ireland, UK, Japan, Germany, DPPA |
| 2 | Bougainville: Sustaining Peace in Bougainville (women and youth) | Jul 2018-June 2022 | 4,015,000 | PBF + UNWomen, UNFPA |
| 3 | Prov. CB Prog (PCAB) | 2018 - 2021 | 2,200,000 | DFAT |
| 4 | Spotlight Initiative (Phase I) (GBV) | Jan 2020 - Dec 2022 | 3,757,449 | EU/UNWomen UNFPA, UNICEF |
| 5 | Women Make the Change | 2020 - 2022 | 873,000 | UNWOMEN |
| 6 | Strengthening Health Systems (SSTC) (COVID) | Nov 2020 - June 2021 | 1,000,000 | India, GPC SSTC Fund ROK |
| 7 | Peace in the PNG Highlands (Post-Earthquake UN HJP area-based) | Oct 2020 - May 2023 | 2,075,162 | PBSO, EU, USAID, FAO, UNICEF, ILO, UNCDF, IOM, UNWOMEN, UNFPA |
| Sub-Total Peace (& Governance) | | | 15,224,454 | |
| Outcome 2: Prosperity | | Year | Approx. US\$ | Partners |
| 8 | Support to Rural Enterprise & Trade (STREIT) | Jan 2020 - May 2024 | 3,390,000 | EU / JP+FAO |
| 9 | Facilitating Renewable Energy & Energy Efficiency Applications for Greenhouse Gas Emission Reduction (FREAGER) | Oct - 2017 - Aug 2021 | 3,140,000 | GEF (2.8m), UNDP (0.3m) PNG Power (18m), CCDA (4m). East Highlands Prov Gov't (1.63m), East Sepik Prov Gov't |
| Sub-Total: Prosperity | | | 6,530,000 | |
| Outcome 3: Environment | | Year | Approx. US\$ | Partners |
| 10 | Building Resilience to Climate Change (BRCC) (NGO Facilitation) | 2019 - 2021 | 3,000,000 | ADB |
| 11 | National Adaptation Plan (NAP) | Feb-2020 - Aug 2021 | 1,742,000 | Green Climate Fund |
| 12 | REDD+ Readiness Project (Phase 2) | 2018 - 2022 | 5,000,000 | WB (5m) |
| 13 | Sustainable Finance of Papua New Guinea's Protected Area Network | 2018 - 2025 | 11,500,000 | GEF 6 & TRAC |
| Sub-Total Environment | | | 21,242,000 | |
| Total Funds Mobilized | | | 42,996,454 | |

Overall, based on Table 9 above, the Country Office appears to be performing well in terms of growing its finance base and attracting additional sources of financing beyond its already healthy stream of financing from successive GEF initiatives. It continues to diversify financing to include new donors, importantly, to include the Government of PNG at the national and provincial levels. Across the portfolio individual projects encountered a mix of experiences with regard to co-financing (in-cash or kind), with relevant examples discussed further below. This is a positive step forward, especially given the straitened circumstances of Government budgets.

The evaluation did not look in detail at overall resource mobilization ratios, but there is good evidence that the Country Office is actively pursuing its approved Resource Mobilization Plan. This can be demonstrated through the growth in programme delivery accomplished by the CO in the period 2014 – 2022 (see Figure 6. below). In just five years the CO has doubled the financial size of its programme.

Figure 6. Growth in Programme Delivery (2014 – 2022)¹⁵⁶

¹⁵⁶ Country Office Financial Data provided to the evaluation team.

Value for Money (VfM)

Value for Money (VfM) is about maximizing the impact of money spent to improve people's lives. UNDP VfM principles consist of economy, efficiency and effectiveness, the latter two are integral to the OECD/DAC evaluation criteria which have been adopted for this CPD evaluation.

Regarding the economy of UNDP interventions, the Country Office applies VfM principles through its procurement, and to some extent, through its human resources recruitment processes. Adherence to competitive tendering processes means that in most cases inputs are being purchased at best market rates in terms of quality and price. These overall findings are borne out in a number of independent terminal evaluations at the project level. For example, the Terminal Evaluation of the Protected Areas Project recorded a 'moderately satisfactory' ranking in relation to its efficiency, since resources were seen to be 'directed towards the delivery of outputs' as well as to 'learning and training events'.¹⁵⁷ A number of projects reported 'high-value support', frequently 'under significant time-pressure' and 'challenging conditions'.¹⁵⁸ However, a number of challenges, which appear to stem from over-ambitious planning at the design phase, have impacted the implementation of a number of projects, which have been the cause of some inefficiencies and delays.

Timing and delays

A number of projects reported delays. These have occurred for a wide variety of reasons. Those outside of UNDPs control relate to political reasons, local incidents of violence¹⁵⁹, natural disasters and extreme weather events, and capacity and staffing issues within counterpart or host organisations. In addition, two Terminal Evaluations in the environment pillar, 'even without COVID, the difficulty of logistically operating in PNG is a significant factor' and 'very challenging logistics in PNG is common to all initiatives'¹⁶⁰

Whilst acknowledging these difficulties in the operating environment, a number of delays do appear to fall at the door of UNDP. For example, there was a 'lengthy delay in project implementation on the ground' in the Protected Areas Project¹⁶¹ and 'serious delays'¹⁶² in the FREAGER project.¹⁶³ For the latter, insufficient capacity in the PMU, difficulties over financial disbursements, the hiring of a Project Manager, ad-hoc support for procurement were all given as reasons for the delays.¹⁶⁴ The inception plan for FREAGER had still not been finalized 18 months after the project had started and 7 months after the Inception Meeting, with massive knock-on effects for financial disbursement, which was running at only 26 percent of budget at the end of 2019, and co-financing stood at only 3.4 percent of

¹⁵⁷ Strengthening the Management Effectiveness of the National System of Protected Areas, Terminal Evaluation of the UNDP-Supported/GEF-Financed Project, 29 December 2020, p.9

¹⁵⁸ For example, as recorded in the Bougainville – Referendum Support Project – Final Project Report, 30 May 2020, p.7

¹⁵⁹ Such as that reported in the Spotlight Project Summary Report, 2020, when '23 people were killed in Porgera in the Highlands, stalling implementation'.

¹⁶⁰ Strengthening the Management Effectiveness of the National System of Protected Areas, Terminal Evaluation of the UNDP-Supported/GEF-Financed Project, 29 December 2020, p.8

¹⁶¹ Lessons Learnt and Best Practices – Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea, Lesson Learned No. 22.

¹⁶² Facilitating Renewable Energy and Energy Efficiency Applications for Greenhouse Gas Emissions Reduction (FREAGER), Final Mid-Term Review (MTR) Report, May 2020.

¹⁶³ The above MTR states that the Inception Workshop was held a year after the LPAC, and the first major deliverable (policy gap analysis) occurred a year later. Further, that the Project Manager was hired in September 2018, 1 year after the prodoc was signed – see p.13 of the above MTR.

¹⁶⁴ Facilitating Renewable Energy and Energy Efficiency Applications for Greenhouse Gas Emissions Reduction (FREAGER), Final Mid-Term Review (MTR) Report, May 2020. p.11

the anticipated total.¹⁶⁵ Similar challenges in establishing the PMU and recruitment of a Project Manager were faced in the STREIT project.¹⁶⁶

The Strengthening National Disaster Risk Management Project also recorded ‘slow implementation’, with ‘poor levels of staff recruitment, resourcing and general support for the role of the National Disaster Centre’.¹⁶⁷ Reflecting the challenges, capacities and delays of that project, it appears to have been extended on multiple occasions, from an original end date of 2017, to 2018, then to June 2019, and subsequently to December 2019 for the humanitarian component, and again to December 2020 for the latter.¹⁶⁸

The National Adaptation Plan project experienced ‘delays with access to project funding’¹⁶⁹ as did the Women Can Make the Change project, which reported ‘late arrival of funds’ in 2018.¹⁷⁰ ‘Lack of performance and delays’ were also flagged in the Building Resilience to Climate Change Project.¹⁷¹ The Strengthening Capacities to Measure, Report and Verify Indicators of Global Environment Benefits project was deemed to be ‘too ambitious’ and also fell foul of ‘difficulties in finding adequate expertise’, compounded by the ‘limited focus of the Project Board, limited budget to support a Project Manager, and late availability of an office at CEPA’.¹⁷² Similar issues arose in the Protected Areas project, ‘it was inadequate that UNDP did not take action until half way through the project to bring a full-time Project Manager on board for this large project despite evidence that the project was suffering’.¹⁷³ Significantly, there was positive change once the Project Manager was appointed.

Challenges over procurement and the identification of sufficiently qualified implementing partners has also arisen, resulting in the delay of Responsible Party Agreements. As one project reported: ‘unfortunately, in PNG, the number of capacitated conservation NGOs is weak and often unable to make large grants, which has delayed implementation’.¹⁷⁴ This was corroborated by the verbal feedback obtained during the stakeholder interviews “national tenders are not working, and we are losing a lot of time, yet we have to put everything out to the national market – however, local suppliers fall short of the capacities to be able to compete by UNDPs procedures”.¹⁷⁵ There is evidence that Country Office management have taken up additional capacity to address procurement bottlenecks where they existed and have since streamlined key processes, including greater utilization of e-procurement.

A number of delays also took place in the ‘Sustaining Peace in Bougainville’ project, but these were largely outside the control of UNDP and more to do with the ‘slow pace of implementation of the

¹⁶⁵ Reduction (FREAGER), Final Mid-Term Review (MTR) Report, 5 May 2020, p.14

¹⁶⁶ The PMU setup faced challenges with candidates for project positions unable to relocate to Wewak. Matters have been significantly complicated by the impacts of COVID. UNDP advertised twice for a suitable international technical advisor to be based in Wewak and was unable to find a candidate willing to move to Wewak on a fulltime basis. UNDP then tried twice to direct contract from its rosters, however, these were not successful either. UNDP has gone out again to the market to fill in the project manager position. UNDP is currently in a process of utilising its global recruitment system to attract suitable candidates. In the interim, UNDP staff members continues to support the implementation of the project until the PMU is fully established. This has been done successfully to date and will continue to support the project until additional staff are recruited. Should UNDP not be able to fill these positions, additional options will be considered including relocating staff from its Port Moresby office to Wewak: Source: Support to Rural Entrepreneurship, Investment and Trade (STREIT) (2020 – 2024), Progress Report, 1st January 2020 – 31st December 2020.

¹⁶⁷ Strengthening Disaster Risk Management in PNG – Independent Review, October 2018, p.v and p.1

¹⁶⁸ Humanitarian Coordination Component of ‘Strengthening Disaster Risk Management in Papua New Guinea’, Summary Report, 2020.

¹⁶⁹ Readiness and Preparatory Support Project – Interim Progress Report, 1 January 2021 – 30 June 2021, Executive Summary.

¹⁷⁰ Women Make the Change – Progress Report: 1 January 2020 – June 2021. Reported under ‘challenges and bottlenecks’.

¹⁷¹ Environmental and Social Monitoring Report, Semi-annual Report, July 2021, Papua New Guinea: Building Resilience to Climate Change (BRCC) in Papua New Guinea, Prepared by Climate Change and Development Authority for the Asian Development Bank. p.15.

¹⁷² Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits (2014 – 2019), Terminal Evaluation, April 2019, p.3

¹⁷³ Strengthening the Management Effectiveness of the National System of Protected Areas, Terminal Evaluation of the UNDP-Supported/GEF-Financed Project, 29 December 2020, p.4

¹⁷⁴ Sustainable Financing of Papua New Guinea’s Protected Area Network – Project Implementation Report, 2021, p.39

¹⁷⁵ Stakeholder Interviews, December 2021.

jointly agreed resolutions of the Joint Supervisory Body’ and other political factors, including the ‘unavailability of funds’, which ‘hampered the referendum preparations.¹⁷⁶ In addition, “high turnover of UNDP satellite office staff” was observed during the CPD evaluation field visit to AROB.¹⁷⁷

Many of the delays above relate to capacity and staffing challenges – some within Government and Implementing Partner organisations, and some within UNDP. A recommendation generated from one project¹⁷⁸ suggested ‘it is critical to conduct an extensive assessment of existing capacities during the formulation phase of such projects’.¹⁷⁹ Similarly, the first recommendation generated from another project¹⁸⁰ stated, ‘a capacity assessment for all stakeholders must be done to identify strengths and areas for improvement and the resources that have will be utilized in the project implementation’¹⁸¹

The above situation is not the case in every project. For example, the Sustainable Financing for Protected Areas Project appears to have suffered no such delays in the recruitment of its PMU, PM and provincial field coordinators.¹⁸² But there is sufficient evidence to suggest that bottlenecks are not uncommon and serve to hold up implementation. One of the Lessons Learnt papers consulted stated: ‘delays mean there is less time for actual work on the ground which can generate frustration and distrust of the project within the communities’¹⁸³ Frustrations of slow implementation process were voiced to this evaluation by a cross-section of stakeholders to the evaluation.

Programme Management and Reporting

Finding 6. Whilst the CPD is strategic, comprehensive and coherent, there is no Theory of Change underpinning it, no Mid-Term Review took place, there is an absence of programme or outcome reviews that look at the combined effects of individual project implementation. Stronger alignment between the Country Office organisation structure to initiatives CPD priority areas are possible.

A clear theory of change should serve as the rationale for development interventions in the next CPD and as a reference point for subsequent projects and programmes. The theory of change in the design stage helps to identify the drivers of change, including the logic and hierarchy between activities, outputs and outcomes. In regard to the Mid-Term review and thematic outcome reviews or boards, these strategic exercises and spaces facilitate a reflection on significant segments of the overall programme delivery. They also contribute to lessons learned and development effectiveness with development partners.

In terms of the CO aligning organisational resources to the strategic priorities, or pillars of the CPD, there does not appear to be a perfect fit. Using the CO organogram¹⁸⁴ For example, whilst there is clear definition on pillar 1 (Governance) and pillar 3 (Environment), i.e., functional programme units exist for each of these for each of these for the purposes of prosecuting the CPD strategy. However, there is no dedicated unit for pillar 2: (Prosperity). Instead, the organogram includes a ‘Resilience’ unit. As CPD implementation has proceeded, expenditures from the period 2018 and 2019 are recorded against pillars 1 and 3 (‘Governance’ and ‘Environment’ respectively), but not against pillar

¹⁷⁶ Sustaining Peace in Bougainville, 2019, Annual Summary Report.

¹⁷⁷ Focus Group Discussion with Women leaders of the Bougainville Women’s Federation - Date: 27/01/2021

¹⁷⁸ As cited in the Terminal Evaluation of the Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits Project.

¹⁷⁹ Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits (2014 – 2019), Terminal Evaluation, April 2019, p.5

¹⁸⁰ The Community-based Forests and Coastal Areas Project

¹⁸¹ Lessons Learnt and Best Practices – Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea, Lesson Learned No. 1.

¹⁸² Sustainable Financing of Papua New Guinea’s Protected Area Network – Project Implementation Report, 2021, p.39

¹⁸³ Lessons Learnt and Best Practices – Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea, Lesson Learned No. 22

¹⁸⁴ Version 17 December 2020

2 (Prosperity). In the period 2020 – 2021 financial reporting includes the second pillar, but instead of it being ‘prosperity’, it is ‘Resilience and Recovery’. For the purposes of conveying the projects to the evaluation exercise the three folders are listed as ‘Governance’, ‘Peace & Resilience’ and ‘Environment’. (See Table 10 Below).¹⁸⁵ Finally, a small issue in the overall scheme of things is the treatment of the peace component of CPD pillar 1 (specifically output 1.3), which for reporting purposes has transitioned out of its governance domain and into ‘peace and resilience’.

The point being made here is that for pillars 1 and 3 there are corresponding capabilities in the CO in the form of two business units (one each for ‘Governance’ and ‘Environment’). Hence, in these two areas programmatic capabilities and financing aligns with strategy. By comparison, there appears to be some ambiguity in regard to pillar 2 ‘Prosperity’, in terms of there not being a programmatic engine or business unit to pursue the work of the pillar. Hence, weaker programme delivery in this pillar. On the face of it, for improved efficiency, synergies and coherence, there could be scope for tweaking the structure and competencies of the CO so that resources are sufficiently aligned to the priorities of Country Programme. This may also create opportunities to bolster the interface and partnership with the private sector, which, based on the assessment above, appears to be the weakest link in the programme presently.

Table 10: Alignment of Business Units and Reporting to CPD

| CPD Strategy | Organogram | Financial Reporting (2018-19) | Financial Reporting (2020-21) | Reporting |
|-----------------------|-------------|-------------------------------|-------------------------------|--------------------|
| Pillar 1: Governance | Governance | Governance | Governance | Governance |
| Pillar 2: Prosperity | Resilience | - | Resilience & Recovery | Peace & Resilience |
| Pillar 3: Environment | Environment | Environment | Environment | Environment |

The apparent fluidity between strategic priorities, organisational structure, financing and reporting illustrated in Table 10 above could reflect the flexibility which the Country Programme has shown to the emerging context over the CPD period. For example, the earthquake in 2018 and the COVID-19 impact from 2020 onwards, has meant greater programmatic focus on resilience and recovery, than on prosperity per se. On the other hand, it could also reflect some programmatic ambiguities since the CPD has not been adjusted to the evolving operational realities. This leads on to the point immediately below.

For the Country Programme as a whole, and beyond reporting vertically to UNDP HQ through the Regional Bureau for Asia Pacific (RBAP), it is not clear how the Country Office exercises oversight and accountability for implementation of the CPD with national or local levels development partners. There appears to be no programme or outcome Boards, other than the UNDAF steering committee mechanism with Government. In addition, there appears to be no Theory of Change (ToC) underpinning the CPD¹⁸⁶ and no Mid-Term Review (MTR) of the CPD took place. Hence, the results logic and change pathways between projects and the CPD are not clearly present, and the strategic space to reflect with key development partners on annual programme delivery, or at the midpoint of its implementation, was not utilized. These observations appear as missed opportunities for programme implementation and re-prioritization, policy discussion, lessons learned and resource mobilization.

At the project level, most projects benefit from functioning **Project Board’s or Steering Committee’s** that meet between one and three times per year. Stakeholder discussions revealed there is a general level of contentment in these governance arrangements, which were valued by national counterparts’

¹⁸⁵ In the organogram shared with the evaluation team, renewable energy and palm oil personnel are shown reporting to the Environmental Team Lead, whereas in the CPD the FREAGER and STRIET projects are situated in the ‘Prosperity Pillar’.

¹⁸⁶ This is both a shame and an oversight, as the four UNDAF outcomes to which the CPD aligns had quite an elaborate theory of change attached to them.

ownership, coordination and communication.¹⁸⁷ The exceptions being the REDD+ Readiness Project,¹⁸⁸ the Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits Project,¹⁸⁹ and the Community-based Forests and Coastal Areas Project.¹⁹⁰

Oversight, Monitoring and Reporting

As a function of efficiency, the ability of the Country Office to be able to integrate lessons learned from its experiences is an important one. Appendix 9 indicates that consistency of reporting across the CPD is mixed. Earlier in the CPD cycle ‘insufficient and limited reporting’ had been flagged as an issue.¹⁹¹ Review of the Strengthening National Disaster Risk Management Project indicated that weak reporting had ‘hampered effective monitoring and evaluation’.¹⁹² More recent reporting is of a noticeably higher quality, for example, the 2021 Project Implementation Report of the Sustainable Financing of Papua New Guinea’s Protected Area Network, which, by its own admission claims ‘good progress in documenting and disseminating knowledge generated by the project’.¹⁹³ High quality monitoring and reporting is a critically important function for a knowledge organisation like UNDP.

In a related issue, the Protected Areas project Terminal Evaluation conducted in December 2020 noted that, in relation to UNDP’s oversight role as the GEF Implementing Agency (IA), ‘several responsibilities associated with project oversight were not adequately undertaken’ and the firewall between UNDP as the GEF IA and UNDP as the executing entity was ‘weak and full compliance with UNDP’s policy in this regard is questionable.’¹⁹⁴ To some extent, notice has been taken of the above recommendation as the following entry was noted in the successor Sustainable Financing of Papua New Guinea’s Protected Area Network Project Implementation Report of 2021 ‘The CO must continue to maintain a strong firewall between its assurance and oversight function over executive support services to avoid any conflict of interest. There has to be clear separation of functions of staff providing oversight or project implementation from those that are providing execution support services’.^{195/196}

Coherence and Partnerships

Finding 7. The CO has achieved strong internal programmatic and functional coherence and synergies through implementation of the CPD, and is a key proponent of seven UN joint programmes which enables stronger UN coordination, development effectiveness and impact.

Coherence includes both dimensions of ‘internal’ and ‘external’. Internal looks at examples of synergies and interlinkages across the UNDP portfolio, including with the UN. External looks at examples of consistency with other actors’ interventions in PNG, via complementarity, harmonisation and co-ordination, contributing to adding value and avoiding duplication.

¹⁸⁷ Stakeholder Interviews, January 2022.

¹⁸⁸ Independent Evaluation of the World Bank’s Forest Carbon Partnership Facility (REDD+) Readiness Project (Phase 1 and Phase 2), Final Report, November 2020, p.3.

¹⁸⁹ The project shared a Board with two other projects, and then had a dedicate Board, which met only once: Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits (2014 – 2019), Terminal Evaluation, April 2019, p.3.

¹⁹⁰ ‘The Project Board met infrequently up to 2015, then not at all in 2016, three times in 2017, once in 2018, and once in 2019’, Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea (CbFCCRM – GEF4), Terminal Evaluation, Final Report, March 2020, p.43.

¹⁹¹ Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits (2014 – 2019), Terminal Evaluation, April 2019, p.3.

¹⁹² Strengthening Disaster Risk Management in PNG – Independent Review, October 2018, p.v

¹⁹³ Sustainable Financing of Papua New Guinea’s Protected Area Network – Project Implementation Report, 2021, p.27

¹⁹⁴ Strengthening the Management Effectiveness of the National System of Protected Areas, Terminal Evaluation of the UNDP-Supported/GEF-Financed Project, 29 December 2020, p.4

¹⁹⁵ Sustainable Financing of Papua New Guinea’s Protected Area Network – Project Implementation Report, 2021, p.28

¹⁹⁶ It was beyond the scope of this CPD evaluation to assess the extent to which the CO has followed up on any obligations falling upon it as a result of the OAI Audit of UNDP Controls for the Management of GEF Resources, Management Actions and Status, Jan 22, 2021.

UNDP displays some good examples of **internal linkages** between projects both within its pillars and across the programme. For example, as the sustaining peace initiative for Bougainville matures opportunities are opening up for socio-economic activities, which are now being explored with new development partners to the programme.¹⁹⁷ Gender and youth inclusion have been a particularly well integrated into the Bougainville peace process as well as within a number of the environmental projects. STREIT is one such example, where, according to the outposted focal point, “UNDP has done a lot in terms of encouraging, engaging and empowering women to take up economic activities in the province and districts through their involvement in trainings and workshops. When they attend such events, their skills and knowledge increase and they contribute economically and socially. Women in the rural areas have since ventured into agriculture (coffee, cocoa, vanilla, vegetables, etc.) and are also managing their MSME’s”.¹⁹⁸ Likewise, climate change and gender have been closely linked, as confirmed during the stakeholder consultation process of this evaluation, and similarly, several participants to this evaluation pointed to the example of climate change being integrated across a number of priority sectors.¹⁹⁹

There is also good coherence between UNDPs ability to link upstream international knowledge to support national legislation and policy with local coordination and implementation measures.²⁰⁰ Examples in which UNDP has leveraged its comparative advantages and secured good traction in this regard include the ‘Humanitarian – Peace – Development nexus’ projects of Bougainville and the Highlands, which has entailed drawing on global best practice, including financing from the Peace-Building Support Office (PBSO), as well as the two Protected Area Projects. A number of projects (e.g., Spotlight, Bougainville initiatives, Highlands and Protected Areas) in the CPD combine institutional strengthening and policy work with provincial and community capacity building and implementation, with some of the projects being recognised for their ability to cope with geographic remoteness.²⁰¹

Several projects in the environmental pillar interface with the private sector. These include the sustainable financing of PNGs Protected Area Network, the STREIT and FREAGER projects. Opportunities for livelihoods and economic potential were also explored in the Community-based Forests and Coastal Areas project, for example: efforts to develop alternative livelihoods (mostly in the cocoa export initiative) that have been successful to the point of first exports’, as well as ‘nature-based Tourism’, among others.²⁰² There is also some evidence to suggest that the Highlands earthquake response increased interest in private sector collaboration. Despite these signals, there is insufficient evidence to say that integration of the private sector is yet a strength of the country programme, but definitely a space that UNDP should move towards going forward.

UN Joint Programmes

Linked to issues of relevance, efficiencies, coherence and partnerships, UNDP is a key member and proponent of a number of joint programmes and joint programming ventures. The Spotlight Initiative is a strategic EU financed UN joint programme with UNWomen, UNFPA and UNICEF, and the companion ‘Women Make the Change’ project was designed and implemented with UNWomen. The STREIT project is another substantive EU financed joint initiative with FAO, ILO, ITU and UNCDF. The

¹⁹⁷ The Governments of Japan and Republic of Korea are understood to be engaging in economic recovery.

¹⁹⁸ CPD Evaluation Field Visit Interview with the East Sepik Provincial Administration focal point for GEF 6, FREAGER and STREIT projects, 03/02/2022, East Sepik Province

¹⁹⁹ Stakeholder Consultations, December 2021 and January 2022.

²⁰⁰ A leading national advocate in the environment and climate sector spoke of UNDPs ability to work both the national policy agenda with good capacity development at the local level with provinces and communities – stakeholder consultations, January 2022.

²⁰¹ Sustainable Financing of Papua New Guinea’s Protected Area Network Project and Strengthening the Management Effectiveness of the National System of Protected Areas Project

²⁰² Lessons Learnt and Best Practices – Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea, p.63

Highlands joint programme, drawing financial assistance from the UN Peace-Building Fund, includes FAO, IOM, UNFPA, UNWomen and UNICEF. Similarly, the Peace-Building Fund was further utilized to enable the joint programme between UNDP, UNWomen and UNFPA take shape for Sustaining Peace in Bougainville. Stakeholder interviews appreciated both UNDPs substantive and coordination functions in these joint UN programmes. Just beyond the initial orbit of the UN system, UNDP is also in close partnership with the World Bank through the REDD+ project and the Building Resilience to Climate Change project is undertaken in collaboration with the Asian Development Bank.

Finding 8. In terms of external coherence, the CPD fits well within the context of major development partner programmes and the CO has expanded and diversified its partnerships and financing through cooperation agreements with new development partners, and significantly, with both national and sub-national tiers of Government.

In Bougainville for example, there are good linkages with the Australian and New Zealand funded initiatives in the governance, policing and rule of law sectors. The National Adaptation Project links well operationally with the USAID Climate Ready Project. UNDP has practical grant agreements in place with the World Bank and Asian Development Bank. The Disaster Management Project started slowly, but coordination, linkage and synergies ‘between the project and UN initiatives, including many organisations such as churches, NGOs, CBOs, the private sector and Red Cross branches are active’, yet there is significant space for improvement going forward.²⁰³ Increasingly, the role of the private sector and the achievement of the SDGs is being discussed as a frontier for much greater exploration in the next CPD cycle.

Linked closely to coherence is UNDPs approach to partnerships. UNDPs partnerships with various Departments of the Government of Papua New Guinea is longstanding and robust. This was underscored through a number of stakeholder interviews. Key partnerships exist with: the Departments of Finance; National Planning and Monitoring; the Conservation and Environmental Protection Authority; Climate Change and Development Authority; Health; Community Development; Justice and Attorney General’s Office; the Parliament, including various sub-committees; the Department for Bougainville, as well as various Governor’s offices, including for Bougainville, East Sepik, Madang, Central Province, Western Highlands and Hela and so on.

UNDPs partnerships with development actors are equally varied and include Australia (DFAT), the EU, Ireland, the UK, Japan, Germany, India, and the Republic of Korea. The Country Office has benefitted from successive rounds of funding from the Global Environment Facility (GEF) as well as from the Green Climate Fund. Partnerships also exist with the Asian Development Bank (ADB) and the World Bank.

From a humanitarian perspective secretariat support to the United Nations Country Team Disaster Management Team and humanitarian cluster system entails a wide range of partnerships and cooperation with NGOs, such as the churches, Red Cross, PNG Disability Sector Coalition, among many important others.

Each individual project also has its own milieu of partnerships. For example, the FREAGER and STREIT projects provided UNDP with some dynamic learning about the nature of public-private partnerships. These included the East Sepik Provincial Administration, PNG Power Limited, the Department of Petroleum and Energy, the Independent Consumer and Competition Commission, as well as the

²⁰³ Strengthening Disaster Risk Management in PNG – Independent Review, October 2018, p.v

University of PNG and the National Institute of Standards and Industrial Technology. The limited leverage of co-financing from these partnerships provides fertile ground for learning.²⁰⁴

Meanwhile partnerships for conservation and sustainable investment in the community-based forests and the two protected areas related projects has grown over the course of the CPD. For example, in the Varirata National Park, which has cultivated institutional relationships with the Centre for Tropical Forest Science and the Australian Museum in respect of additional funding for tree kangaroo tracking, the Queensland Parks and Wildlife Services, and the Blue Mountains World Heritage Institute.²⁰⁵ In parallel, the partnership structure of the Community-based Forests and coastal areas was extensive.²⁰⁶ For example, the evaluation field visit to New Britain confirmed the vitality of its local partnership in respect of marine and coastal conservation, “we have faced some challenges but in terms of partnership, we are all working together to maintain the sea life at Kimbe bay. UNDP is a major player in this partnership and they have contributed a lot this program.²⁰⁷ There is also the potential to deepen partnerships with the New Britain and Hargy Palm Oil companies.

The majority of projects in the CPD entail partnerships well beyond the national level and run deep into the provinces and communities.²⁰⁸ Building and maintaining such a complex web of partnerships requires extraordinary strong networking skills and arrangements alongside which community development is a long-term and painstaking business. Despite not always getting this completely right, as evidenced by occasional observations found in the various evaluation reports, nevertheless, this is one of the strengths of the CPD and was acknowledged by a number of national counterparts in their reflections of UNDP performance through the stakeholder interviews.²⁰⁹

Sustainability

Finding 9. The sustainability of the major UNDP interventions at the national level is promising, as evidenced by legislative, policy and regulatory progress that has been achieved at the central level, with a number having been fully institutionalized. Sustainability appears weaker at the sub-national level. A further risk to sustainability is the frequent churning of national counterpart staff in Ministries.

Issues of sustainability in Papua New Guinea are of fundamental consideration given the challenges of implementation outlined in the earlier section of this report. Across the portfolio UNDP invests heavily in institutional capacities and policy frameworks. For example, the PCAB programme has

²⁰⁴ See in particular p.14-15 regarding the current state of co-financing commitments and recommendations to secure co-financing outlined in the Final MTR Report on FREAGER, May 2020,

²⁰⁵ (ROAR 2020)

²⁰⁶ For example, the Terminal Evaluation of the Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea (CbFCCRM – GEF4), Final Report, March 2020, stated on p.6: ‘The main project stakeholders included; the Conservation and Environmental Protection Authority – the Implementing Partner); Bishop Museum; East and West New Britain Provinces; Pomio Local Level Government and District Development Authority; NGO intermediaries (such as James Cook University, University of Queensland, Wide Bay Conservation Association, Secretariat of the Pacific Regional Environment Programme, Forest Trends, Bishop Museum, Binatang Research Centre, The Nature Conservancy, Partners with Melanesia, PNG Institute of Biological Research, Barefoot Community Services, Organization for Industrial Spiritual & Cultural Advancement (OISCA), Centre for Environmental Law and Community Rights Inc., OISCA, Mahonia Na Dari, Live and Learn PNG, and FORCERT); New Britain Palm Oil Limited; Hargy Palm Oil Limited; and, local communities in East and West New Britain (at least 15 new and existing WMAs, to include Klampun Conservation Association, Toimtop Conservation Association, and Tavolo Wildlife Management Area.

²⁰⁷ CPD Evaluation Field Visit Interview with the marine biologist at Maonia na Dari Research & Conservation, 30/01/2022, West New Britain Province.

²⁰⁸ Evidence for this was found in 10 of the project included in the evaluation exercise: 1. Bougainville: Post-Referendum Support Bougainville; 2. Sustaining Peace in Bougainville (women and youth); 3. Spotlight Initiative; 4. Women Make the Change; 5. Peace in the PNG Highlands (Post-Earthquake UN HJP area-based); 6. Support to Rural Enterprise & Trade (STREIT); 7. Facilitating Renewable Energy & Energy Efficiency Applications for Greenhouse Gas Emission Reduction (FREAGER); 8. Building Resilience to Climate Change (BRCC) (NGO Facilitation); 9. REDD+ Readiness Project (Phase 2); 10. Sustainable Finance of Papua New Guinea’s Protected Area Network

²⁰⁹ Summation of stakeholder interviews, December 2021 – January 2022.

become “institutionalized” within Government, but which “has taken around 20 years”.²¹⁰ Hence, the act of bringing Papua New Guinea’s legislative and policies in line with global standard signals important progress from a normative perspective, yet ensuring their full implementation in each case will require sustained effort over many years.

One such example is the cluster of projects associated with Protected Areas and Community-based Forests, where passage of the Protected Areas Bill provides the regulatory instrument for preserving important gains.²¹¹ From among national and provincial authorities, as well the private sector and communities, there were ‘encouraging signs’ that the ‘use of own resources’ would help perpetuate project implementation. Equally, doubts were also expressed about sustainability of the Management Effectiveness of Protected Areas, to ‘translate enhanced technical capacity to on-the ground-implementation’ coupled with the suggestion that the ‘investment made by GEF cannot be fully and immediately sustained in cases where GEF funds were used to pay 100 percent wages’, and, not least, with ‘no exit strategy’ prepared. A number of projects reported lower than predicted co-financing.²¹² Sustainability of the REDD+ project was deemed ‘likely in the sense that REDD+ readiness is formally achieved and that some individual and institutional capacities have been built’, yet much remains to be done to ensure the success of REDD+ implementation in the country.²¹³

Regarding UNDPs peacebuilding interventions, a deep and strong commitment, including collaboration across Government Departments, bodes well for the sustainability of the Bougainville Peace process. Attention to the peace dividend in the form of social and economic inclusion going forward will be vital to cement the outcome of years of hard effort. Similarly, the Highlands and Hela oriented area-based joint UN programme is “proceeding well”, but will need to pick up the pace of delivery to ensure that political and financial commitments for that programme are sustained.²¹⁴

On the other hand, in its Mid-Term Review the FREAGAR project reported, ‘it likely to expect that the key outcomes will not be sustained...shortage of cash funds from UNDP led to a seriously understaffed PMU’.²¹⁵ The cumulative impact of delays and low levels of co-financing ‘risks the sustainability of the project impacts’.²¹⁶ The Independent Review of the Strengthening Disaster Risk Management project reported that human and resource capacities in the provinces ‘is generally low’, with concerns about the ‘long-term sustainability of the disaster loss database’ being raised.²¹⁷ Of considerable concern is the comment outlining the ‘disinterest on the part of the authorities on disaster recovery’, and in particular ‘the generally weak level of commitment to DRM by the Government of PNG’, noting further that ‘some PDCs are scarcely resourced at all and most are heavily indebted’.²¹⁸ Similar sentiments were voiced in the stakeholder interviews.²¹⁹

In sum, sustainability of CPD interventions presents a mixed picture. Projects in the main have a strong degree of ownership by the authorities and partners, and to the greater extent have been ‘institutionalized’. This is confirmed by Government partners interviewed who expressed strong leadership and ultimate responsibility for UNDP supported initiatives. Institutional capacities have

²¹⁰ Stakeholder Interviews, December 2021.

²¹¹ Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea (CbFCCRM – GEF4), Final Report, March 2020, p.10

²¹² For example, the FREAGER project, as well as the Strengthening the Management Effectiveness of the National System of Protected Areas, Terminal Evaluation of the UNDP-Supported/GEF-Financed Project, 29 December 2020. p.4

²¹³ Independent Evaluation of the World Bank’s Forest Carbon Partnership Facility (REDD+) Readiness Project (Phase 1 and Phase 2), Final Report, November 2020, p.3

²¹⁴ Reflection derived from Stakeholder Interviews, January 2022.

²¹⁵ Reduction (FREAGER), Final Mid-Term Review (MTR) Report, May 2020, p.11

²¹⁶ Reduction (FREAGER), Final Mid-Term Review (MTR) Report, May 2020, p.15

²¹⁷ Strengthening Disaster Risk Management in PNG – Independent Review, October 2018, p.iv

²¹⁸ Strengthening Disaster Risk Management in PNG – Independent Review, October 2018, p.iv

²¹⁹ Stakeholder Interviews, December 2021.

been built, in some cases over successive project cycles, and policy and legal frameworks have been created. At the same time, Ministry staff have not always been constant, with transitions of staff in and out. This represents a challenge to the continuity and sustainability of capacities and to the long-term retention of institutional knowledge. The test ahead is whether capacities and financing can be made available to ensure full and proper implementation. It was also observed that a number of projects refer to the need for exit strategies.

The Impact of the COVID-19 Pandemic

Finding 10. The country programme was found to be quick in responding to national crises, such as the 2018 Central Highlands earthquake, and the COVID-19 pandemic. In responding to the earthquake UN teams, including UNDP, encountered periodic bouts of inter-communal violence, which gave rise to additional peace-building work.

This finding was particularly evidenced through a rapid assessment and joint UN programme in regard to the earthquake, and through a comprehensive impact assessment in regard to the COVID – 19 pandemic. Projects across the programme portfolio were able to flex.

Implementation of the Country Programme was severely impacted by the COVID-19 pandemic. All projects reported disruption. The Government introduced a State of Emergency (SOE) and a series of restrictions, which for example, ‘significantly impacted’ projects and ‘hampered engagement with national and provincial governments’²²⁰ and delayed ‘inception work’^{221/222}. The Country Office invoked its Business Continuity Plan (BCP) three times since March 2020, each time lasting between 2 – 3 months.²²³

Virtually across the board, projects reported ‘delivery performance being reduced’ as a result of COVID-19.²²⁴ The National Adaptation Plan Project, for example, was granted a ‘no-cost six-month COVID-19 extension’.²²⁵ Notwithstanding this, financial data provided by the CO to the evaluation, as exhibited in Table 8 and Figure 5 above shows a good level of financial execution.

Despite the COVID-19 challenges, the Country Office and individual projects responded positively. The evaluation learned that project after project ‘proactively steered the implementation of planned activities by adapting to the pandemic situation, such that not all activities were stalled’.²²⁶ Other projects reported making ‘consistent progress’ despite the impact of COVID-19 on ‘communications and travel’.²²⁷ UNDP projects provided zoom licenses to key partners, engaged in training them on use of the platform, which enabled them to conduct meetings.^{228/229} One project utilizing a mix of ‘Zoom, Microsoft Teams, WhatsApp and Skype’ to ensure healthy communications with partners during the COVID-19 lockdowns.²³⁰

Several new lines of activity opened as a result of the pandemic. Firstly, the COVID-19 crisis and SOE brought the extent of VAW ‘to the forefront’²³¹. In response to the COVID-19 crisis, the Spotlight

²²⁰ Spotlight Initiative – Progress Report: 1 January 2020 – 31 December 2020

²²¹ Support to Rural Entrepreneurship, Investment and Trade (STREIT) (2020 – 2024), Progress Report, 1st January 2020 – 31st December 2020

²²² Interim Progress Report, Readiness & Preparatory Support, National Adaptation Plan, Green Climate Fund, August 2021, p.16

²²³ Sustainable Financing of Papua New Guinea’s Protected Area Network – Project Implementation Report, 2021, p.39

²²⁴ Sustainable Financing of Papua New Guinea’s Protected Area Network – Project Implementation Report, 2021, p.34

²²⁵ Interim Progress Report, Readiness & Preparatory Support, National Adaptation Plan, Green Climate Fund, August 2021, p.16

²²⁶ Sustainable Financing of Papua New Guinea’s Protected Area Network – Project Implementation Report, 2021, p.22

²²⁷ Sustainable Financing of Papua New Guinea’s Protected Area Network – Project Implementation Report, 2021, p.34

²²⁸ Women Make the Change – Progress Report: 1 January 2020 – June 2021

²²⁹ Interim Progress Report, Readiness & Preparatory Support, National Adaptation Plan, Green Climate Fund, August 2021, Executive Summary

²³⁰ Sustainable Financing of Papua New Guinea’s Protected Area Network – Project Implementation Report, 2021, p.22

²³¹ Spotlight Initiative – Progress Report: 1 January 2020 – 31 December 2020

Initiative collectively raised an additional US\$ 2 million to ensure uninterrupted frontline response.²³² In addition UNDP raised a further US\$ 1 million through its SSTC partnership with the Government of India for ambulances, training and support to the health sector.²³³

The Humanitarian Coordination component of UNDP's Disaster Risk Reduction project played a particularly important role that was central to the COVID-19 response. The project was 'reprogrammed' to respond to COVID-19. The project team, 'originally situated within its counterpart the National Disaster Centre (NDC), was then relocated to the National Operations Centre, which became the National Control Centre for the COVID-19 response'.²³⁴ The project supported the COVID-19 multi-sectoral response plan, which by December 2020 had 'raised nearly US\$ 100 million, of which US\$ 70 million was ear-marked for the health sector, and the remainder for non-health-sector secondary impacts'. The project also 'successfully facilitated a US\$ 1 million grant from the UN Secretary General's COVID-19 Response and Recovery Multi-Partner Trust Fund' to implement projects in the high-risk border communities in Western Province that addressed the secondary impacts of COVID-19. The project provided 'weekly situation updates on COVID-19' and drafted the United Nations Country Team business continuity planning for COVID-19. Not least, 'as Secretariat of the Disaster Management Team, the project coordinated and maintained the Multi-Sectoral Response Plan for COVID-19'.²³⁵

UNDP also led the process of undertaking the social and economic impact assessment of the COVID-19 pandemic.²³⁶ This included the impact on the economy, the SDGs, on individual households, firms, and on healthcare and education. The global UN Response and Recovery Framework was applied to the PNG context to provide short-, medium- and longer-term policy recommendations for Government, Civil Society and Business. These were presented under five pillars and encouraged: i) Investment in human capital and the strengthening of basic service delivery; ii) The development of mechanisms to better protect the most vulnerable, particularly women and the unemployed; iii) Economic diversification and a pivot towards a 'greening' of the economy; iv) More inclusive and forward-looking socioeconomic policy settings that facilitate stronger livelihoods and more equitable opportunity.²³⁷ A more detailed follow up is required to understand how those policy recommendations were received and pursued.

Human Rights and Gender Equality

Finding 11. Human rights in general, and gender equality in particular, have been prominent in the design and implementation of the CPD, within what is acknowledged to be an extremely challenging environment for women. UNDP PNG should be commended for positioning itself so prominently in this regard and against this backdrop important results have been accomplished. Parliamentary committees have been established to foster political leadership, support women candidates in electoral processes, promote advocacy, engage women in peace-making processes, and create national and sub-national frameworks and policies through which to advance gender equality, the empowerment of women and to combat gender-based violence. These are all significant milestones

²³² Spotlight Initiative – Progress Report: 1 January 2020 – 31 December 2020

²³³ Strengthening the Health System – Results Framework

²³⁴ The Humanitarian Coordination Specialist was initially embedded in the National Department of Health as the liaison for international humanitarian coordination, until later being deployed in the National Operations Centre.

²³⁵ Humanitarian Coordination Component of 'Strengthening Disaster Risk Management in Papua New Guinea', Summary Report, 2020.

²³⁶ The National Socio-Economic Impact Assessment of the global COVID-19 pandemic on Papua New Guinea (SEIA) was commissioned by the United Nations Development Programme in Papua New Guinea for the UN Country Team and in partnership with the Department of National Planning and Monitoring.

²³⁷ Socio-Economic Impact Assessment of COVID-19 on Papua New Guinea, UNDP, Advance Edition, August 2020. p.45.

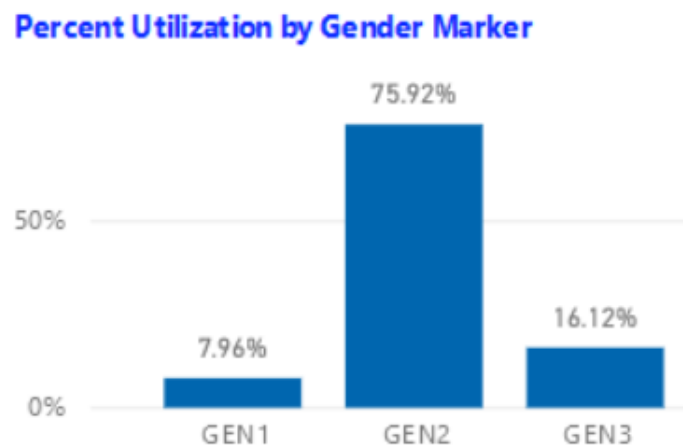
in moving forward a theory of change. Yet further work is still required to show demonstrable change in the attitudes and behaviours of the population at the level of impact.

Across the CPD, human rights programming is apparent, as is attention to young people, and in some places, people with disabilities. For example, human rights principles can be seen in the programme design and reporting of projects in the environmental pillar, especially those that have a strong aspect of community capacity building, around disaster risk resilience to climate change, and those which involve community resources, such as forests and protected areas management. These projects have opened up agendas and pathways to consultation over rights, for example, over access to land, livelihoods, resilience and sustainable sources of local alternative energy generation.

Human rights principles are also evident in the needs assessments and area-based programming undertaken in the central Highlands following the 2018 earthquake. Human rights are fundamental to work carried out by the humanitarian coordination team (which of necessity embraces a multitude of partners, agencies and issues concerned with protection etc.). A related COVID-19 initiative involved issues of migration in the border areas with close attention to rights. Human rights issues of the LNOB at risk groups featured prominently in the Multi-Sector COVID-19 Assessment and informed the COVID-19 Socio-Economic Impact Assessment. Not least, attention to human rights and social inclusion, especially and deliberately featuring women and young people was integral component of the sustaining peace and Bougainville referendum process.

Regarding gender specifically, and substantively, women's equality, the empowerment of women and the prevention of violence against women features prominently in the design and implementation of the CPD. Box 5 on the next page lists projects included in this overall evaluation of the CPD with their respective gender marker level.²³⁸ In addition, Figure 7 below shows the current percentage of projects accorded GEN 1, GEN 2 and GEN 3 gender markers.

Figure 7: Projects by GEN Marker – CPD Programme



²³⁸ Gender Marker Score 3 for projects that have gender equality as a principal objective; Gender Marker Score 2 for projects that have gender equality as a significant objective; Gender Marker Score 1 for projects that will contribute in some way to gender equality, but not significantly.

The two major 'GEN 3' projects are the EU funded 'Spotlight Initiative' and 'Women Can Make the Change'. These projects spearhead UNDP's important work in gender equality, link closely to the UN development system as a whole. Importantly, they are founded on global experience and a proven theory of change. In addition, the main body of UNDP projects (nine included in this evaluation) have gender equality as a GEN 2 'significant objective', whilst the remainder, GEN 1, intend to 'contribute in some way to gender equality'.

Within the women in leadership and institutional domain, UNDP's partnership with UN Women has set out to 'spearhead reforms making institutions inc. parliament more gender sensitive'²³⁹ and support provided to the Integrity of Political Parties Commission for the effective functioning of political parties has also been effective in engaging the participation of women.^{240/241} UNDP's two leading GEN 3 projects mentioned above have also made inroads in improving women's participation in political representation in six provinces²⁴². In national elections, 14 female candidates ran for open seats, 27 women vied for three reserved seats for women and two candidates ran for president.

In the high priority area of GBV, UNDP provided important support for the establishment of the national GBV secretariat, formulation of the national GBV Strategy, drafting of the overarching Provincial Strategy to Prevent and Respond to GBV, and for the first higher-level national meeting on GBV, including assistance to the Coalition of Parliamentarians Against GBV and to the Special Parliamentary Committee on GBV.^{243/244} Not least, for the first National GBV Summit attended by the UNDSG, followed by a national youth event, as well as subsequent follow up support for provincially based GBV strategies, for example, in West Britain.²⁴⁵ Also noted in the DRM project, 'the vulnerability of women reaches even high levels when disasters occur. Gender protection should be a much stronger focus of the next phase of the project'.²⁴⁶ In addition, the extended humanitarian component of the abovementioned project notes that the Disaster Management Team Secretariat tracks and disaggregates gender data.²⁴⁷

Box 5. UNDP Projects with Gender Markers included in the CPD Evaluation

Projects with GEN 3

- The Spotlight Initiative in Papua New Guinea
- Women Make the Change
- Responding to Gender Based Violence During Covid 19

Projects with GEN 2

- Sustainable Finance of Papua New Guinea's Protected Area Network
- Building Resilience to Climate Change in Papua New Guinea
- Advancing PNG National Adaptation Plan (NAP)
- WB FCPF REDD+ Readiness II
- Support to Increased Production and Access to Rural Energy Systems (STREIT)
- Sustaining Peace in Bougainville
- Support to Bougainville Post Referendum
- Humanitarian Advisory Services Team (Strengthening Disaster Risk Management in PNG)
- Creating Conditions for Peace in PNG Highlands

Projects with GEN 1

- Provincial Planning and Management Support (PCaB)
- Facilitating Renewable Energy & Energy Efficiency Applications for Greenhouse Gas Emission Reduction (FREAGER)
- Bougainville Referendum Support Project

²³⁹ (ROAR 2019)

²⁴⁰ The Integrity of Political Parties and Candidates Commission created an online registration platform which was used as a national database of women leaders, as reported in the ROAR 2020.

²⁴¹ (ROAR 2018)

²⁴² (ROAR 2018)

²⁴³ Women Make the Change – Progress Report: 1 January 2020 – June 2021

²⁴⁴ Spotlight Initiative – Summary Report, 2020

²⁴⁵ Sources: ROAR 2018, ROAR 2019, ROAR 2020

²⁴⁶ Strengthening Disaster Risk Management in PNG – Independent Review, October 2018, p.vi

²⁴⁷ Humanitarian Coordination Component of 'Strengthening Disaster Risk Management in Papua New Guinea', Summary Report, 2020.

Within the Bougainville peace and referendum process, albeit a GEN 1 project, ‘of the 106 community facilitators 46 are women, and of 1584 participants to community dialogues, 787 were women’.²⁴⁸ Women constituted 49 per cent of the total voters during the referendum.²⁴⁹ Four women were elected to the 4th Bougainville House of Representatives in Sept 2020, two of which were given ministerial portfolios.²⁵⁰ Although the recommendation ‘more consideration of gender mainstreaming’ appeared in the lessons learned report,²⁵¹ hence, there are signals that UNDPs advocacy, policy, legislative strengthening and capacity building work is beginning to work.

Similarly, wise sentiments were offered up by a Provincial Director during the evaluation field visit, who advised, “I still believe that UNDP could utilize its technical teams overseas to provide more on human rights, gender sensitive, and conflict approaches, as I believe local partners should use the critical approach to question and challenge what is for the people, especially the vulnerable populations. I believe there is still room for improvement because the region has faced a lot of challenges in those three areas. It is a complex area and requires a smart approach to solve the problem.”²⁵²

Along similar lines, arising out of the Highland Joint UN programme, the ‘inaugural Hela Women’s Forum was held in May 2020, and women were ‘integral to the peace and security plan’.²⁵³ Stakeholder interviews with national counterparts confirmed UNDPs role in this formative work and the centrality of women to peace and development strategies going forward.²⁵⁴

One of the Government’s leading protagonists stated to the CPD evaluation: “UNDP is not just talking it, but practising it”. Further, “UNDP has been instrumental in building women’s empowerment into programmes, for example, in East and West New Britain. This includes recording the number of women participants, and in seeking to engage women in consultations away from their menfolk, so they can engage more freely. Climate change and gender is an important issue and UNDP is seeking to see that it is included and addressed, especially at the community level. The grants programme has also specifically included projects for community-based activities run by women, for example, SMEs for honey making”.²⁵⁵

In the environment sector of the CPD gender equality and the empowerment of women has also progressed. For example, the GEF 5 project terminal evaluation in 2020 recommended ‘to include gender mainstreaming into all development projects, since the role of women in the management of natural resources in PNG is critical’²⁵⁶, and the REDD+ Final Report, also 2020, recommended ‘develop gender guidelines for REDD+ implementation’. In this regard, progress has been observed through the Conservation Area Assessments, which were informed by Gender Integration Action Plans,²⁵⁷ whilst the Building Resilience to Climate Change Project includes a Gender Action Plan and Gender Monitoring Matrix.²⁵⁸ More significantly, the Sustainable Financing of Papua New Guinea’s Protected

²⁴⁸ Sustaining Peace in Bougainville (undated, but assumed to be 2019 report).

²⁴⁹ (2019 ROAR).

²⁵⁰ (ROAR 2020)

²⁵¹ Bougainville – Referendum Support Project – Final Project Report, 30 May 2020, p.7

²⁵² Evaluation Field Visit Interview with an ABG Provincial Director Date: 26/01/2022

²⁵³ Creating Peace in the PNG Highlands, Peace-Building Fund Report, 2021, p.3

²⁵⁴ Stakeholder Interviews, January 2022.

²⁵⁵ Stakeholder Interviews, January 2022.

²⁵⁶ Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits (2014 – 2019), Terminal Evaluation, April 2019. p.4

²⁵⁷ (ROAR 2018)

²⁵⁸ In that regard, ADB monitoring confirmed that UNDP appointed the teams ‘undertaking fieldwork had a fairly balanced gender composition’, and that ‘women participated in the consultations’, with ‘separate women’s groups formed to discuss their own priorities’. The project also recorded that of the provincial staff that had received introductory training in climate change adaptation, 31 percent of

Area Network has undertaken ‘a detailed gender analysis’, ‘finalized a Gender Action Plan’ and has ‘made good efforts in providing gender disaggregated data for its indicators’, some of which are gender specific (e.g. indicator 12 of that project).²⁵⁹ Women’s participation was well recognised in the Community-based Forests and Coastal Areas (GEF 4 project): women in Pomio culture ‘own land and every committee has a women’s representative. The cocoa, coffee and vegetable initiative trialled has women playing a major role’.²⁶⁰

In summary, the majority of projects across the CPD pay good due regard to human rights and gender in their design and implementation. There is sufficient evidence that UNDP has positioned itself centrally in this area and of the projects included in this evaluation the sense of progress is positive. Products have chiefly taken the form of parliamentary committees, frameworks and policies at the national and sub-national level. It is perhaps too early for the current raft of programmes and their interventions, as important as they might be, to be delivering measurable changes in attitudes and behaviours of the people at the level of impact. Hopefully that will be demonstrable within the timeframe of the next CPD.

Overall Evaluation Assessment

The key strengths and weaknesses of the CPD as implemented by UNDP are summarized in Table 11 immediately below. In overall terms there is a strong fit between the CPD and Papua New Guinea’s development priorities. The programme itself has made a solid and effective contribution to development results within a challenging development landscape. In terms of coherence, UNDP is well positioned to support state and provincial actors in the main development sectors, engages well with the IFIs and civil society, but opportunities for a strategic working partnership with the private sector are yet to fully take off. On the other hand, UN partnerships are strong and demonstrated through a number of joint programmes. Whilst institutional and policy sustainability appears sound, financial sustainability and the ability of provinces to sustain the implementation of development gains is not fully proven. Although not a formal criterion, responsiveness to crises, such as the 2018 earthquake and COVID-19 pandemic was also good. And, though not always stated, a human rights approach underpins most of the CPD and its projects and there is a clear and obvious commitment to gender equality running through the programme. Weaknesses in CPD implementation is exhibited through a number of projects encountering delays, notwithstanding COVID-19 and a complex operating context.

Table 11: UNDP CPD Key Strengths and Weaknesses

| Key Strengths | Key Weaknesses |
|--|---|
| <ul style="list-style-type: none"> High degree of relevance and strategic alignment of the CPD to national development priorities. | <ul style="list-style-type: none"> The CO is yet to develop a strategic partnership with the private sector to fulfil the aspirations of the 2030 Agenda for Sustainable Development |
| <ul style="list-style-type: none"> Trusted and dependable development partner that is able to work on effectively, comprehensively on development solutions simultaneously at the national and sub-national level. In the next CPD opportunity exists to strengthen integration across the development agenda (peace – governance – human development (inc. LNOB, gender, youth) - climate/environment etc.). | <ul style="list-style-type: none"> There is a need to continue to improve on efficiencies within what is acknowledged to be a complex operating environment. The challenge of over-ambitious target setting within limited time constraints. Need for greater operational flexibility. |

participants were women. However, it was also reported that ‘a full record of the number attending each session was not provided by UNDP’. It was also reported at that stage that: ‘No gender responsive disaster response strategies have yet been developed in 21 vulnerable island communities: Building Resilience to Climate Change (BRCC) in Papua New Guinea, Environmental and Social Monitoring Report, Semi-annual Report, ADB, July 2021, p.17-20

²⁵⁹ Sustainable Financing of Papua New Guinea’s Protected Area Network – Project Implementation Report, 2021, pages 8, 19 and 27.

²⁶⁰ Lessons Learnt and Best Practices – Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea, p.64

| | |
|--|---|
| <ul style="list-style-type: none"> • Strong commitment demonstrated to human rights and gender equality (inc. tackling GBV and the empowerment of women). | <ul style="list-style-type: none"> • A challenge remains in turning some pilot projects into viable, scalable and sustainable development solutions. |
| <ul style="list-style-type: none"> • Solid contributor to UN Joint Programming. | <ul style="list-style-type: none"> • Local impact – making the link between policy formulation and impact among local populations. |
| <ul style="list-style-type: none"> • Responsive to crises (earthquake and Covid-19). | <ul style="list-style-type: none"> • CO Isolation - Insufficient leverage of the Regional / Global GPN, and lack of outreach from BRH. |
| <ul style="list-style-type: none"> • Innovation & Digitization – some good examples exist around phones against corruption, but otherwise fairly limited. | <ul style="list-style-type: none"> • More could undoubtedly be done to support digitization of government services. |

As a result, the overall assessment of this evaluation is summarized in Table 12 below.

Table 12: Overall Performance Rating

| Criteria | PERFORMANCE RATING | | | | | | | | | |
|----------------------------|--------------------|---|-----|---|---------|---|------|---|------|---|
| | Poor | | Low | | Average | | Good | | High | |
| Relevance | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ |
| Effectiveness | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | | |
| Efficiency | ■ | ■ | ■ | ■ | ■ | ■ | | | | |
| Coherence and Partnerships | ■ | ■ | ■ | ■ | ■ | ■ | | | | |
| Sustainability | ■ | ■ | ■ | ■ | ■ | ■ | | | | |
| Human Rights | ■ | ■ | ■ | ■ | ■ | ■ | ■ | | | |
| Gender Equality | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | |

Conclusions, Recommendations, Lessons Learned and Management Response

This chapter presents the evaluation's conclusions on UNDP performance and contributions to development results in Papua New Guinea, along with the related recommendations and management response.

Conclusions

Conclusion 1. UNDP is strategically positioned as a longstanding, trusted and dependable partner to the Government through its ability to comprehensively link global knowledge networks to support the implementation of national development priorities across the breadth of the development landscape in Papua New Guinea.

At the highest level, the CPD reflects and supports the Government's ambitious vision to make Papua New Guinea 'a prosperous middle-income country by 2030' based on progress in human development, equality, participation, natural resources, good governance, economic growth and opportunities in pursuit of 'culturally appropriate development, the PNG way'. The CPD proved relevant and through its implementation the Country Office has been able to combine and integrate its functions, for example, through institutional strengthening (parliamentary committees); advocacy (gender/GBV), policy and financing support (Bougainville Peace Process; Climate Change; Natural Resource Management); coordination (UN Joint Programmes) and capacity building at the provincial and community levels capacity building (roll out of the Integrated Financial Management System) is one of its key strengths and a major source of comparative advantage. A strong programme of peace-building also exists. A further strength of the CO is its ability to combine legislative and policy work at the national level with capacity development at the provincial level, including outreach to some of the more remote communities.

Conclusion 2. UNDP is particularly well positioned as a knowledge leader and strategic partner in the environment, natural resource management and climate change sector, with the potential to further leverage its position for even greater gains at the intersection of economic development and sustainable development.

The Country Office has successfully and successively accessed GEF and other climate related financing to support the Government advance its institutional, legislative and policy agenda for climate change adaptation, environmental and bio-diversity management and sustainable development. In addition, high-quality, high-profile research, analysis and policy options were generated in the UNDP commissioned NHDR 'From Wealth to Wellbeing'. This important knowledge product presented a strategic opportunity for UNDP at the intersection of economic growth from minerals extraction and environmental sustainability.

Conclusion 3. The Country Programme has been effective in two of its three outcome areas, and has made good progress in seven of its eight outputs (see Table 2 on page 10 below).

In outcome area one 'peace', there is good evidence of effectiveness through UNDPs interventions in parliamentary committee's support, women's empowerment and GBV, anti-corruption, public finance management and the Bougainville peace process. In outcome area two 'prosperity', progress has been more limited. Notable gains occurred in programming following the 2018 Highlands earthquake, COVID-19 analyses and response, UNDP supported humanitarian coordination project and in the areas of renewable energy and climate resilience. However, UNDP supported inclusive growth policies, collaboration in the extractive sector, or a strategic platform in operation with the private sector, all remain under-developed. South-South Technical Cooperation (SSTC) initiatives have progressed, albeit, proof of concept for the realisation of scalable, economically viable, ventures are yet to mature. In outcome area three 'planet', effective progress has been recorded in environmental and bio-diversity strategic plans and regulatory frameworks. Protected areas are more secure through strengthened legislation, financing and management. Multi-hazard provincial disaster and climate risk assessments, critical for local resilience, are taking root, but will need ongoing support to enable full implementation. Priority sectors have benefited

from climate change adaptation, disaster risk management, preparedness and recovery mainstreaming. The establishment of the Biodiversity and Climate Fund (BCF) is a major achievement.

Conclusion 4. Having achieved good programmatic and functional coherence, the CO has managed to maintain a strong commitment to UN joint programming whilst continuing to evolve and diversify its partnerships to include new development partners and financing, including with Government.

The CPD is a comprehensive programme through which UNDP provides both substantive and coordination functions within seven UN joint programmes. This is particularly valued by national counterparts, and which serves to bring out the best of the UN system. UN joint programmes tend towards higher order ‘flagship’ impact, such as the peace process in Bougainville and advancing gender-equality interventions. UN joint programmes also appeal more to larger donors, such as the EU, and reduce the transaction cost on Government.

During the course of CPD implementation, UNDPs partnerships with development actors have also become more varied, and in addition to longstanding partners, such as Australia (DFAT), a new cadre of partnerships have been brokered with the EU, Ireland, Japan, Germany, India, the Republic of Korea and Asian Development Bank (ADB).

Conclusion 5. Human rights, women’s equality, the empowerment of women and the prevention of violence against women (GBV) feature prominently in the design and implementation of the CPD, and a dedicated CPD output led to programming that helped secure early national level leadership to the issue, which is of critical importance, given the exceptionally challenging development needs in this area.

Human rights are most evidenced in the programme design and reporting of projects in the governance (e.g., Bougainville Peace Process) and environmental pillars and in the needs assessments and programming following the 2018 earthquake, including UNDPs support to humanitarian coordination. Leave no one behind (LNOB) at risk population groups featured prominently in the Multi-Sector Socio-Economic Impact Assessment COVID-19 Assessments. Attention to young people appears in a number of projects by design, and in fewer places, people with disabilities. Regarding gender specifically, and substantively, women’s equality, the empowerment of women and the prevention of violence against women features prominently in the design and implementation of the CPD. The establishment of important institutions and policies included: the national GBV secretariat, formulation of the national GBV Strategy, drafting of the overarching Provincial Strategy to Prevent and Respond to GBV, and for the first high-level national meeting on GBV, including assistance to the Coalition of Parliamentarians Against GBV and to the Special Parliamentary Committee on GBV. In the next CPD cycle it will be important to baseline and track the actual impact of these mechanisms to tangible development indicators.

Recommendations & Management Response

Recommendation 1. Within the next CPD, seek an upstream re-positioning of UNDP as a strategic partner in the national development dialogue, leveraging its engagement in the environment/climate sector, given this sector's centrality to national economic and social prosperity.²⁶¹ In the process, policy and programme capabilities in the natural resources / minerals extraction sector should be strengthened, leading on from the important NHDR analysis, which can help reposition UNDP at the critical intersection between economic growth and sustainable environmental development, contributing in turn towards revenue generation and private sector investment in the SDGs. *[CO, support from BRH].*

Management Response: *[UNDP insert]*

Recommendation 2. For the next CPD, Strengthen CO capacities to pursue active strategic partnerships with the private sector. This is critical for mobilizing the buy-in of the private sector in PNG to the 2030 Sustainable Development Agenda and realization of the SDGs. In line with UNDP Finance Sector Hub perceived opportunities in Sustainability Financing, investigate and glean experiences and lessons learned from various teams across UNDPs GPN that are at a more advanced stage of development in tapping capital markets, private sector partnerships and impact investing. This might include the Istanbul International Centre for Private Sector in Development, teams based in the Bangkok Regional Hub and bilaterally with Country Offices, such as Indonesia, Bangladesh and India for example, as well as revisiting UNDPs Private Sector and Foundations Strategy and other tools and knowledge products available via the SDG Integration / Finance Hub.²⁶² *[CO].*

Management Response: *[UNDP insert]*

Recommendation 3. In the next CPD, put greater emphasis on human development (putting people at the centre of development), and in particular, the most vulnerable 'Leave No One Behind'²⁶³ at risk groups in PNG society. Take greater advantage of UNDPs 'poverty signature solution' capabilities and insights in the next CPD cycle to advance people-centred development by building on the CO's sub-national network and outreach to remote populations. Demonstrating local impact, simultaneous to national policy support, is critical in the PNG context, where social and economic indicators of progress appear static. In this regard the CO can further leverage policy options and recommendations generated from its COVID-19 analysis (e.g., on social protection, multi-dimensional poverty, etc.) and continue to document its experiences to build a better understanding of the unique characteristics that contribute to locally effective models of development in accordance with the national development plan objective of promoting 'culturally appropriate development, the PNG way' *[CO].*

Management Response: *[UNDP insert]*

Recommendation 4. Recognizing the complexities of operating in PNG and the growth (approximately doubling) of the programme budget over recent years (see Figure 6), the following measures should be considered to improve the overall performance and functionality of the CPD in the next cycle [to the CO, and with support from BRH for b) e) and f) below]:

- a) Craft the next CPD on a robust theory of change, with clear interdependencies identified across the programme for improved integration, coherence, synergy and development effectiveness;
- b) Pilot a programmatic / portfolio approach to CPD design and implementation;

²⁶¹ Part of this recommendation is not dissimilar to the Assessment of Development Results (2011), recommendation 4: "UNDP has responded to a number of Papua New Guinea's environmental needs and is supporting government efforts to meet international commitments on biodiversity and climate change. However, the UNDP response has neither been cohesive nor strategic and the content and approach of UNDP interventions is influenced by funding sources. Considering the importance of a sustainable environment for Papua New Guinea, UNDP could have put in more efforts in supporting the government to integrate environment issues in national planning as a key development priority." Executive Summary ADR 2011.

²⁶² <https://www.undp.org/partners/private-sector/private-sector-strategy>

²⁶³ <https://unsdg.un.org/2030-agenda/universal-values/leave-no-one-behind>

- c) Ensure higher quality systematic monitoring and evaluation at the level of programme (including thematic and outcome reviews and evaluations);
- d) Host an annual externally-oriented event for showcasing CPD programme level learning and results from implementation to strengthen the quality and accountability of reporting, and for the promotion of strategic national level policy dialogue and development effectiveness;
- e) Recognising the significant increase in the CO programme budget since 2014, it is timely to revisit the capabilities of the CO (horizontal, programmatic and operational) to ensure that it is equipped with the requisite skills, capacities and resources needed to implement an enlarged more integrated, demanding and decentralized programme over the next CPD cycle;
- f) Better leverage UNDPs regional and Global Policy Network and Communities of Practice in key areas for improved learning and exchange of development solutions throughout CPD implementation – key areas being private sector partnerships and sustainability financing;
- g) Promote more rigorous peer review of projects, and be aware of over-ambitious development targets and timelines at the project design stage. Seek to identify and respond to bottlenecks before they occur:
 - i) invest in the training of key implementing partners (IPs) to build their critical capacities for working with UNDP; ii) enable greater agility through trouble-shooting to anticipate and minimize delays occurring to projects, with a particular focus on procurement and recruitment to permit greater adaptive operational flexibility.

Management Response: *[UNDP insert]*

Lessons Learned

Lessons Learned 1. Programmatic integration and LNOB impact are areas that are relatively weak across the CPD and which could be strengthened in the next CPD cycle. This would enable women and youth in particular to be more involved and affected by UNDP interventions. The portfolio of projects included in the CPD lent UNDP towards a powerful intervention of integrated development solutions at the local level, in addition to policy support at the level of Government. Projects however, in the main, have tended to be free-standing entities pursued by their programme units. And whilst those projects have succeeded in supporting legislative and policy change at the national level, some sub-national and community-oriented interventions have been less convincing and opportunities to achieve LNOB success have not been well documented. For example, the Community Based Forests and Coastal Areas Project, the two rounds of Protected Area Projects, the STREIT and FRAEGER projects, and Bougainville Project could arguably have baselined and recorded more local level disaggregated development results. Several terminal evaluations point to weaknesses in design and delays in implementation alongside inadequate baselines, and modest attempts to more fully engage women and youth in development for greater LNOB impact. Opportunity exists to exert greater integration across the portfolio and achieve greater impact on LNOB at risk populations, gender equality and youth empowerment in the design of the next CPD.

Lessons Learned 2. The CO attempts to create and cultivate saleable demonstration projects are admirable (for example via STREIT and FRAEGER) but a robust investment strategy has yet to come to fruition and requires a rigour more akin to the private sector to better enable success. For UNDP to undertake ambitious projects that prove marketable, scalable, profitable ventures in the economic and energy sectors requires considerable and specialised sector-based expertise, experience and know-how. Demonstration projects need to progress successively through a complex sequence of market research, costing, investment, risk-sharing, piloting, proof of concept, through to going to scale through a sequence of stages. UNDP will need to invest in private sector mentality and capabilities in order to enable its demonstration interventions in these areas succeed.

Appendix 1. TOR for the CPD Final Evaluation.



UNDP PAPUA NEW GUINEA

Country Programme Evaluation

Terms of Reference

1. Background and Context

Papua New Guinea is ranked 155 out of 189 countries on the *Human Development Index* in 2020 and is below the average of countries in the medium human development group and average for countries in East Asia and the Pacific. Population statistics indicate that 52 per cent of the population is below 24 years and have little voice within the formal political system. The 56.6 percent of the population are multidimensionally poor while an additional 25.3 percent are classified as vulnerable to multidimensional poverty and 38% of the population live below the poverty line. Inequalities remain a major barrier to human development.

The country has one of the highest rates of Gender-based violence globally. Studies have shown at least 68% of women in PNG have experienced physical and/or sexual intimate partner violence at some point in their lives, double the global average. In a ranking which reflects gender-based inequalities, PNG was ranked 161 out of 162 countries in 2019 with 0.0 percent of parliamentary seats are held by women, and 10.0 percent of adult women have reached at least a secondary level of education compared to 15.2 percent of their male counterparts. Female participation in the labour market is 46.3 percent compared to 48.0 for men.

Papua New Guinea is rich in natural resources. The country's rainforest is the third largest in the world and characterized by extraordinary biodiversity. The country is host to abundant marine resources and diverse fisheries boasting approximately 15% of the World's yellow-fin tuna stocks. This wealth extends to mineral, oil and gas deposits. The country boasts some of the World's largest gold reserves and large copper, gas and oil resources. Poor environmental governance and unsustainable resource-use practices have however

resulted in serious environmental degradation, the misuse of revenues and continuing widespread poverty and insecurity.

Papua New Guinea is experiencing increasing impacts due to climate change and natural disasters. Climate change projections include an increase in the intensity and frequency of days with extreme heat and extreme rainfall. Many remote and subsistence communities in atoll and the islands of Papua New Guinea are particularly vulnerable to these consequences of climate change. It has been estimated that an average of USD\$85 million annual losses occur as a result of earthquakes and tropical cyclones in Papua New Guinea and the country has a 50 percent chance of experiencing a loss exceeding USD\$700 million in the next 50 years.

COVID-19 has laid bare the socio-economic challenges impeding the country's development trajectory. Social protections offered by family networks have buckled. The UNDP-led socio-economic impact assessment confirmed pressure has increased on families, women, female-headed households, youth and urban poor. The survey found 30% of households saw job losses, 42% of households experienced increasing debt and 35% of female-headed households saw a decline in income. We expect this to worsen with an increase in national debt by approx. PGK 4.6 million stemming from COVID.

The UNDP Country Programme Document 2018-2022 was formulated in close consultation with the government and other stakeholders to support the national development priorities of the Government. It is aligned to the Government's Vision 2050, the medium-term development plan, 2018-2022, and the national strategy for responsible sustainable development. The programme is informed by the UNDP strategic plan, 2018-2021, and contributes to the UNDAF, 2018-2022. The programme promotes a whole-of-society approach, which requires innovation and business models from the private sector, mobilization of civil society, and best ideas to potential investors.

Both CP and UNDAF will come to an end in 2022 hence this end-of-cycle evaluation of the CP (2018-2022) is commissioned to generate evidence and knowledge about the ongoing programme. The evaluation recommendations will be used to inform the development of the new CP (2023-2027). The primary audiences of this evaluation are national, subnational, local government institutions, UNDP Executive Board, UNDP, the UN Country Team, donors and development stakeholders. Secondary audiences are but not limited to academia, researchers, civil-society organizations and communities.

UNDP Country Programme (CP) (2018-2022) for Papua New Guinea focuses on three pillars: **Peace**: promoting inclusive governance, justice and peace; **Prosperity**: inclusive and sustainable growth; **Planet**: sustainable management of natural resources, biodiversity conservation, strengthened climate and disaster resilience. Throughout its programming, UNDP prioritizes those who are affected by and vulnerable to crisis, poverty, and climate change especially rural communities, as well as fighting gender-based violence and

targeting women and other vulnerable populations for skills development and access to basic services to combat high rates of gender inequality.

Country Programme Outcome 1: By 2022, government and non-governmental institutions demonstrate improved transparency, accountability, delivery of justice and promotion of peace and security.

- OUTPUT 1.1: Institutions have strengthened systems and capacities to perform their functions, roles and responsibilities in support of good governance, service delivery, democracy, peace and security.
- OUTPUT 1.2: Increase in women’s participation in decision-making and representation in leadership positions.
- OUTPUT 1.3: The Bougainville referendum is supported to conduct free and fair elections, and post referendum strategies with the two governments are formulated.

UNDP’s work under Outcome 1 focuses on strengthening systems and capacities of institutions, increasing women’s participation in decision-making and representation in leadership positions, combatting gender-based violence and ensuring a peaceful referendum process and post-referendum process in the Autonomous Region of Bougainville.

UNDP worked in collaboration with the Government of Papua New Guinea to provide technical support, improve service delivery, fight corruption and improve accountability. UNDP led the drafting of the Whistle Blower Bill, which was passed successfully by Parliament in November to support the establishment of the Independent Commission Against Corruption Commission and improve accountability. The Department of Finance committed to improve service delivery, law enforcement implementation and support against all forms of violence. The legal and financial capacities of departments were improved such as the Legal Unit in the National Housing Corporation and Port Moresby General Hospital.

With UNDP’s technical support and in close collaboration with Senior members of the national Parliament, several milestones to women empowerment and ending gender-based violence were achieved, the first high-level national meeting on Gender-Based Violence was convened, a Coalition of Parliamentarians Against Gender-Based Violence was established and the first National Gender-Based Violence Summit for Papua New Guinea was held. The latter led to the establishment of the Special Parliamentary Committee on Ending Gender-Based Violence. At the provincial level, West New Britain Provincial Administration established its Provincial Gender-Based Violence Secretariat which is the first step to extending the National Gender-Based Violence Strategy to Provinces.

Capacities of key institutions charged with coordinating and implementing the national Gender-Based Violence Strategy were also improved. UNDP worked to improve the quality and reach of services for

survivors of Gender-Based Violence through the law and justice system, worked with service providers to lift the quality and comparability of administrative data and established a capacity building unit for local organizations to increase access to funding and technical assistance to expand services for the survivors of Gender-Based Violence.

The enabling conditions were created to conduct a successful election in Bougainville, ensuring the newly elected Government is able to take forward negotiations on Bougainville's political future post-independence referendum. This election also saw an increase in women's participation in Bougainville's Parliament. Of the 40 members of the Bougainville House of Representatives elected, four were women. Capacities of both Parliaments in Papua New Guinea and Bougainville have also been improved and conditions were agreed to in both Parliaments to develop the Road Map for implementing post referendum actions.

Country Programme Outcome 2: 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.

- OUTPUT 2.1: National systems strengthened to support growth of sustainable and inclusive entrepreneurship.
- OUTPUT 2.2: SDGs integrated and localized into public development plans, budgets and monitoring and evaluation frameworks and data systems developed to monitor progress.

UNDP's work under Outcome 2 focuses on strengthening national systems to support growth of sustainable and inclusive entrepreneurship, SDG integration with public development plans and the development budget, monitoring and evaluation frameworks and data systems to monitor progress.

UNDP led the delivery of the socio-economic assessment to help develop a COVID-19 national response plan. The assessment confirmed pressure has increased on families, women, female-headed households, youth and urban poor. This initiative has assisted Government and partners to improve evidence-based decision making and form recommendations to better invest in developing human capital, strengthening service delivery, diversifying the country's economic base while protecting vulnerable populations, particularly women, youth and the unemployed. It also will help to develop a more fit-for-purpose macro-economic policy to facilitate stronger livelihoods and more equitable opportunities.

UNDP also supported the Department of Planning and Monitoring in delivering and launching The Voluntary National Review Report, providing a valuable snapshot on Papua New Guinea's progress towards delivering the 17 SDGs. This set policy to drive the sustainable economic progress through the targeted sectors of agriculture and livestock, forestry, fisheries, tourism and the extractive industry, and by supporting micro,

small and medium-sized enterprises. This has enabled the country to recalibrate policy settings and strategies to fast-track implementation of SDGs and national development priorities.

UNDP was able to advance youth inclusion and women's empowerment through the World Bank's Forest Carbon Partnership (FCPF) REDD+ Project and UNDP's Climate Promise Initiative. Of the 200 representatives who participated virtually, 25% of those who benefited were women through active online engagement in different stakeholder consultations and capacity building programmes primarily at the national level. The participation of women resulted in the integration of youth and gender targets in the country's Enhanced Nationally Determined Contribution process with all planning and implementation activities requiring at least 25% participation by women and youth in its efforts to reduce Greenhouse Gas Emissions.

UNDP supported the Government in its commitment to mainstream the SDGs Medium-Term Development Plan 2018-2022. With the support provided, the Climate Change Authority launched the Papua New Guinea Sustainable UNDP supported the Government in its commitment to mainstream the SDGs in Papua New Guinea's Medium-Term Development Plan 2018-2022. With additional support provided, the Climate Change and Development Authority launched the Papua New Guinea Sustainable Development Goal 13 Roadmap [CPD 3.1.4]. The Roadmap identified 30 actions, aligned with key results areas of the country's Medium Term Development Plan, and crossed multiple sectors including climate governance, energy, forestry, agriculture, infrastructure, fisheries, tourism, biodiversity, minerals and health. The 30 actions of the Roadmap address climate change and will further Papua New Guinea along the path of becoming a healthy, sustainable and prosperous country with implementation starting in 2021.

Country Programme Outcome 3: By 2022, Papua New Guinea demonstrates improved performance in managing environmental resources and risks emanating from climate change and disasters.

- OUTPUT 3.1: Legislation, policy and strategic plans for climate-proofing, conservation, sustainable use of natural resources and disaster risk management in place.
- OUTPUT 3.2: Capacities of communities and public officials enhanced to manage protected areas and address climate and disasters risks.

UNDP's work under Outcome 3 focuses on increasing capacities of communities and public officials to manage protected areas and address climate and disasters risks and improved legislation, policy and plans for climate-proofing, conservation, sustainable use of natural resources and disasters risk management.

With UNDP's technical and financial support, the Government of Papua New Guinea made significant progress toward several global milestones. Papua New Guinea was the sixth country to submit its Enhanced Nationally Determined Contributions (NDC) and Implementation Plan both endorsed by the National

Executive Council and the United Nations Framework Convention on Climate Change (UNFCCC). Papua New Guinea's NDCs outline key targets and climate actions the country is taking under the Paris Agreement.

The REDD+ Finance and Investment Plan (RFIP), an integral part of the NDC, identified areas within the Agriculture, Forestry and Land Use sector to mitigate GHG emissions. The RFIP identifies opportunities for scaling up action in line with Papua New Guinea's National REDD Strategy (NRS), which include emissions' reductions of over 60 million tonnes of CO₂ in the coming decade while delivering significant economic, social and environmental benefits.

Additionally, Papua New Guinea put in place the process for facilitating the expansion of Protected Areas from 2.125 million hectares to 4.5 million hectares and improved the management effectiveness of protected areas at the community level. The country's first national protected area financing investment strategy is being developed to determine current and future costs of biodiversity conservation, as well as the most effective mechanisms to mobilize resources for its management.

Funding analysis

The funding base has expanded. A once heavy reliance on vertical funds has been broadened to include other development partners such as the European Union, the Governments of Australia, New Zealand, Japan, the United Kingdom, Ireland, Germany, China, Provincial and district authorities in PNG and a partnership with the Asian Development Bank, the latter, a first of its kind for the Bureau.

With this growth has come a demand for more innovative programming and greater access to a wider range of technical, policy, administrative and operational services. Whereas the Country Office was once closely defined as one supporting the delivery of conservation, environment and climate change programmes, over the last five years, this footprint has broadened to respond to demands to support referendums on independence (Bougainville), parliamentary support, green growth initiatives, gender-based violence, private sector partnership, and humanitarian and disaster response coordination.

Consistent with these calls, has been an ever-expanding interest from Government in financing UNDP directly to deliver services. Much of this work has been in support of initiatives to stimulate job creation and economic growth and has been driven by senior Ministers of state. While still modest by many measures, the increasing pace with which these requests are being received highlight another opportunity to growth for UNDP in Papua New Guinea.

In an effort to broaden its resource base beyond vertical funding, active efforts are being pursued to partner with the multilateral banks, the European Union and more non-traditional partners, among them, the Government of India and China. To date, these overtures have produced impressive results with new projects being commissioned by such donors.

| Priority Pillars | Available resources | | | |
|------------------|---------------------|-------------|-------------|-------------|
| | 2018 | 2019 | 2020 | 2021 |
| Prosperity | \$1,550,000 | \$104,907 | \$526,161 | \$13,789 |
| Planet | \$6,121,874 | \$9,712,245 | \$8,827,544 | \$6,270,162 |
| Peace | \$4,155,466 | \$3,245,675 | \$5,883,630 | \$5,245,344 |

Source: UN Info

Basic Assignment Information

| | | | |
|-------------------------------|--|--------------------|--|
| Title | The end-of-cycle evaluation of the UNDP Country Programme (CP) (2018-2022) for Papua New Guinea | | |
| Purpose | This term of reference (TOR) is designed to guide the end-of-cycle evaluation of the UNDP CP (2018-2022) for Papua New Guinea. The recommendations from this evaluation will guide the design of new CP (2023-2027) for UNDP PNG | | |
| Location/Country | Papua New Guinea | | |
| Region | Asia and Pacific | | |
| Date CPD Signed | | | |
| CP Dates | Start | Planned End | |
| | 01 January 2018 | 31 December 2022 | |
| Application categories | <ol style="list-style-type: none"> 1. An individual international consultant (Team leader) to undertake the end-of-cycle evaluation of the CP (2018-2022) 2. An individual local consultant who will provide knowledge of national context and support the full evaluation process | | |
| Duration of evaluation | Start date: November 2021 Completion date: January 2022 | | |

2. Evaluation purpose, scope and objectives

(a). Purpose

This evaluation will assess the UNDP's contribution and performance in supporting the national development and priorities under the approved Country Programme Document (CPD). The evaluation will serve as an important accountability function, providing national stakeholders and partners in Papua New Guinea with an impartial assessment of the results of UNDP support. Besides providing evidence of the relevance, effectiveness, efficiency and sustainability of the current programme, this end-of-cycle evaluation, considering results of previous CP (2013-2017) and recommendations of Assessment of Development Results (ADR) 2016, will also assess impact of current CP which will greatly facilitate identifying lessons learnt and providing guidance in the development of new CP (2023-2027).

(b). Scope

The Country Programme (CP) evaluation will focus on the formal UNDP country programme approved by the Executive Board. The scope of the CP evaluation includes the entirety of UNDP's activities at the outcome and output levels from 2018 – to-date. The evaluation covers interventions funded by all sources, including core UNDP resources, donor funds and government funds (non-core resources).

(c). Objectives

In this end-of-cycle evaluation, a special focus will be given:

- to generate results-based evidence and knowledge about the ongoing programme
- forward-looking whereby drawing lessons from the current CP and proposing recommendations for the next CP (2023-2027)
- to assess contributions made towards Gender mainstreaming, youth inclusion, women empowerment, and human rights.

3. Evaluation criteria and key guiding questions

The evaluation will answer broad questions as follows:

- What did the UNDP Country Programme (CP) intend to achieve during the period under review?
- To what extent has the programme achieved (or is likely to achieve) its intended objectives at the output level, and what contribution has it made at the outcome level and towards the UNDAF 2018 – 2022?
- What factors contributed to or hindered UNDP's performance and eventually, the sustainability of results?
- Has UNDP been able to adapt to the current COVID-19 pandemic and support country's preparedness, response and recovery process?
- How did the application of UNDP's signature solutions of Poverty, Resilience, Governance, Planet and Gender Equality contribute to key results under the CP?
- How well does the design and implementation of the CP address and benefit the needs of the most marginalized and vulnerable groups in the country (e.g. youth, women, displaced population, people with disabilities, transgenders, etc.)?

The evaluation applies the Organization for Economic Cooperation and Development (OECD)/Development Assistance Committee (DAC) Evaluation Criteria of Relevance, Coherence, Effectiveness, Efficiency and Sustainability.

Relevance

- To what extent has the current UNDP CP provided support to Papua New Guinea in implementing the 2030 Agenda for sustainable development and delivering UNDAF intended results as well as responding to unexpected events (including conflicts, natural disasters and pandemics such as COVID-19)?

- To what extent has the UNDP CP responded to the priorities and the needs of target beneficiaries as defined in the CP Document?
- To what extent did UNDP adopt gender-sensitive, human rights-based and conflict-sensitive approaches?
- To what extent is UNDP engagement during the current CP, a reflection of strategic considerations, including the role of UNDP in a particular development context and its comparative advantage?
- Have the efforts made by UNDP and national partners to mobilize resources and knowledge been in line with and contributed to the current development landscape in Papua New Guinea?
- Has UNDP been able to effectively adapt the programming in the current CP to respond to the COVID-19 pandemic in Papua New Guinea?
- To what extent have the Intervention logic/theory of change and the underlying assumptions of the country programme integrated gender equality and other cross-cutting issues?
- To what extent are they still valid or do they need to be adapted to changes in the needs or priorities of the country?

Effectiveness

- To what extent has progress been made towards CP outcomes achievement?
 - What has been the UNDP contribution to the observed changes at the two main CP Outcomes including Gender?
 - Have there been any unexpected outcome-level results achieved beyond the planned outcome?
 - What are the key achievements and what factors contributed to the achievements or non-achievement of the intended results?
- By reviewing the programme results and resources framework, is the UNDP programme on track to achieve intended results at the output levels?
 - What have been the key results and changes attained at the output level?
 - How has delivery of country programme outputs led to outcome-level progress?
 - What are the key achievements and what factors contributed to the achievements or non-achievement of the intended results?
- To what extent has UNDP partnered with civil society and local communities in the current CP which helped/hindered progress on results?
- To what extent have the results at the outcome and output levels generated results for gender equality and the empowerment of women?
 - To what extent have other marginalized groups benefited?

- To what extent have triangular and South-South cooperation and knowledge management contributed to the results attained?
- Which programme areas are the most relevant and strategic for UNDP to scale up or consider going forward?

Efficiency

- To what extent has there been an economical use of resources in the achievement of results at the outcome and output level (funds, human resources, time, expertise, etc.)? What are the main administrative strengths and/or constraints?
- Is the results-based management system operating effectively and is monitoring data informing management decision making at the outcome and output level?
- To what extent has UNDP been efficient in building synergies and leveraging with other programmes and stakeholders in Papua New Guinea?
- To what extent were partnership modalities conducive to the delivery of country programme outputs?
- To what extent have UNDP practices, policies, processes and decision-making capabilities affected the achievement of the country programme's outcomes/outputs?
- To what extent did UNDP engage or coordinate with beneficiaries, implementing partners, other United Nations agencies and national counterparts to achieve outcome and output level results?
- To what extent have programme resources (funds, expertise, time) sufficient And if the utilisation of these resources facilitated in achievement/non achievement of results at outcome and output level?

Sustainability

- What outcomes and outputs have the most likelihood of sustainability and being adopted by partners and why?
- To what extent do national partners have the institutional capacities, including sustainability strategies, in place to sustain the outcome-level results?
- To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?
- To what extent have national partners committed to providing continuing support (financial, staff, aspirational, etc.)?
- To what extent do partnerships exist with other national institutions, NGOs, United Nations agencies, the private sector and development partners to sustain the attained results?

- To what extent do mechanisms, procedures and policies exist to carry forward the results attained on gender equality, empowerment of women, human rights and human development by primary stakeholders?

Human rights

- What facilitators and barriers at the CP outcome level played a role in the inclusion of vulnerable groups in UNDP's work and what can be done to improve/sustain the inclusion of these groups going forward?
- Were the impacts of COVID-19 on vulnerable groups and human rights integrated within UNDP's response? To what extent were results achieved/not achieved for these groups?

Gender Equality

- To what extent have gender equality and the empowerment of women been addressed in the programme strategic design, implementation and reporting? Are there key achievements?
- In what way could UNDP enhance gender equality and women empowerment in the next country programme?
- Were the disproportional gender impacts of COVID-19 integrated within UNDP's response? To what extent were results achieved/not achieved for these groups?

Social inclusion/human rights/youth

- To what extent have poor, indigenous and physically challenged women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?
- To what extent has youth in Papua New Guinea been included in UNDP's work and what can be done to achieve greater inclusion of youth going forward?
- To what extent has youth been considered in the programme strategic design, implementation and reporting? Are there key achievements?

An important note: Based on the above analysis, the evaluators are expected to provide overarching conclusions on achievement of the CP (2018-2022), as well as recommend key development priorities which shall inform the focus the new CP (2023-2027). The end-of-cycle evaluation is additionally expected to offer wider lessons for UNDP support in Papua New Guinea.

4. Methodology

The end-of-cycle CP evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards. The evaluation will be carried out by an independent evaluation team. The evaluation team should adopt an integrated approach involving a combination of data collection and analysis tools to generate concrete evidence to substantiate all findings. Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on outcome and output indicators achievement, existing reports including Results Oriented Analysis Reports (2018-2020),

UN Annual Reports and donor reports, project de-centralised evaluations, stakeholder interviews, focus groups, surveys and site visits where/when possible.

In line with the UNDP's gender mainstreaming strategy, gender disaggregation of data is a key element of all UNDP's interventions and data collected for the evaluation will be disaggregated by gender, to the extent possible, and assessed against the programme outputs/outcomes.

While not limited to the tools mentioned herein, the evaluation methodology may include all or some of the following:

- Document review of relevant documentation (Desk Review);
- Interviews with key stakeholders including government line ministries, development partners, civil society and other relevant partners through a participatory and transparent process;
- Consultations with beneficiaries through interviews and/ or focus group discussions;
- Survey and/ or questionnaires where appropriate and necessary;
- Field visits and on-site validation of key tangible outputs and interventions;
- Triangulation of information collected from different sources/methods to enhance the validity of the findings;
- Other methods such as group discussions, outcome mapping, etc.

The evaluation is expected to use a variety of data sources, primary, secondary, qualitative, quantitative, etc. to be extracted through surveys, storytelling, focus group discussions, face to face interviews, participatory methods, desk reviews, etc. conducted with a variety of partners. A transparent and participatory multi-stakeholder approach should be followed for data collection from government partners, community members, private sector, UN agencies, multilateral organizations, etc.

Evidence will be provided for every claim generated by the evaluation and data will be triangulated to ensure validity. An evaluation matrix or other methods can be used to map the data and triangulate the available evidence.

Special note:

Given the ongoing COVID 19 pandemic and the resultant restrictions may require many of the in-person missions / consultations and data gathering / activities to be carried out remotely using electronic conferencing means.

5. Evaluation products (deliverables)

The products include:

- **Evaluation inception report (up to 10 pages).** The inception report, containing the proposed theory of change, and evaluation methodology should be carried out based on preliminary discussions with UNDP. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools and methods to be used. The inception report

should detail the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed (this element can be shared with UNDP well in advance). The inception report should be reviewed by UNDP (Independent Evaluation Office (IEO), Bangkok Regional Hub, UNDP Papua New Guinea) in consultation with the relevant government partners before the evaluation starts (before any formal evaluation interviews, survey distribution or field visits) and prior to the country visit in the case of international evaluator. (see the inception report template in Annex H).

- **Initial meeting.** Evaluators will give an overall presentation about the evaluation, including the evaluator team's approach, work plans and other necessary elements during the initial meeting. Evaluators can seek further clarification and expectations of UNDP and the Government partner in the initial meeting.
- **Evaluation debriefings.** Immediately following the evaluation, the evaluation team is required to present a preliminary debriefing of findings to UNDP, key Government partners and other development partners.
- **Draft evaluation report** (max 60 pages including executive summary). UNDP and other designated government representative and key stakeholders in the evaluation, including the UNDP IEO, Bangkok Regional Hub, will review the draft evaluation report and provide an amalgamated set of comments to the evaluator within an agreed period of time, addressing the content required (as agreed in the TOR and inception report) and quality criteria as outlined in these guidelines.
- **Evaluation report audit trail.** Comments and changes by the evaluators in response to the draft report should be retained by the evaluators to show how they have addressed comments.
- **Final evaluation report** (see final evaluation template in the Annex I).
- **Evaluation brief** (2 pages maximum) and other knowledge products or participation in knowledge-sharing events, if relevant.
- **Management Response** (see the management response in the Annex J) to be developed by UNDP once the evaluation is finalized.
- **Presentations** to stakeholders (this maybe done remotely)

6. Evaluation team composition and required competencies

The evaluation will be conducted by a team of two independent consultants comprising of:

- An individual international consultant (Team leader) to cover the overall CP evaluation focusing on Outcomes 1, 2 and 3
- An individual local consultant who will provide knowledge of national context and support international consultant in the full evaluation process

The evaluation team is suitable for the task and where additional technical assistance required will be able to draw from country office and its standing expert adviser panel, which has been established across particular priority areas of UNDP.

(a) International Evaluation Consultant (Team Leader), 48 working days

S/he has overall responsibility for conducting the end-of-cycle CP evaluation and providing guidance and leadership to the national consultant. In consultation with the team member, s/he will be responsible for developing a methodology for the assignment that reflects best practices and encourages the use of a participatory and consultative approach as well as delivering the required deliverables to meet the objective of the assignment. S/he will lead the preparation and revision of the draft and final reports, ensuring the assignments have been completed in the agreed timeframe.

S/he has responsibilities as follow:

- Leading the documents review and framing of evaluation questions in consultation with team members;
- Leading the design of monitoring and evaluation questions and field verification tools in consultation with team members;
- Ensure efficient division of tasks between evaluation team members;
- Leading the evaluation team in planning, execution and reporting;
- Incorporating the lessons learnt and the use of best practices with respect to evaluation methodologies;
- Incorporating results from the Resilience thematic evaluation into the report;
- Responsible for and leading the drafting of inception report, finalization/quality control of the evaluation report including timely submission and adjustment;
- Leading the initial meeting and debriefing meeting on behalf of the evaluation team with UNDP and stakeholders;

Required Qualifications:

- Minimum Master's degree in economics, public administration, regional development/planning or any other social sciences related to economic management and pro-poor development;
- Strong knowledge of UNDP and its working approaches including partnership approaches with Government, civil society and community groups;
- Proven experience in conducting outcomes/impact/CPD/UNDAF/thematic evaluations especially in Governance thematic area focusing on human rights, rule of law, electoral reforms, decentralization & local governance, SDGs implementation etc.;
- Experience in applying SMART (S Specific; M Measurable; A Achievable; R Relevant; T Time-bound) indicators and reconstructing or validating baseline scenarios;
- Demonstrated capacity in strategic thinking, problem solving and policy advice;

- Strong inter-personal skills, teamwork, analytical skills and organizational skills;
- Excellent presentation and drafting skills, and familiarity with information technology, including proficiency in word processing, spreadsheets, and presentation software;
- Fluency in English, both in speaking and writing;
- Previous experience working in similar Papua New Guinea context or in the region is an advantage.

(b) National Evaluation Consultant, 48 working days

S/he will support the Team Leader by providing knowledge of the development context in Papua New Guinea. S/he is well aware of Papua New Guinea cultural context and working with different government institutions. S/he collects all relevant documents and reports needed for the review. S/he will support the team leader and international evaluators in coordinating with UNDP, government partners and other stakeholders. S/he will play a crucial role in organizing meetings, workshops, interviews, consultations during the field missions. S/he will facilitate in data synthesis, data coding, presentation of data/infographics, draft some parts of the report as assigned by the team leader and international evaluators. The consultant will advise the Team Leader and international evaluators on relevant aspects of the local context where the projects have operated.

Under the supervision of Evaluation Team Leader, s/he has responsibilities as follows:

- Support the documents review and framing of evaluation questions;
- Support the coordination with UNDP, government partners, stakeholders and other parties;
- Undertake field visits and collect feedback from beneficiaries, project stakeholders etc.;
- Support the Evaluation Team Leader and international evaluators in planning, execution, analyzing and reporting of data;
- Incorporate the use of best practice with respect to evaluation methodologies;
- Support the drafting of inception report, finalization/quality control of the evaluation report;
- Participate and support the initial meeting and debriefing meeting with UNDP and stakeholders;
- Facilitate and support the field data collection in country.

Required Qualifications:

- Master's degree or equivalent in Development, Economics, Public Policy, Communications, English, Social Sciences, Humanities or any other relevant field;
- 7 to 10 years-experience in undertaking evaluation in the development sector;
- Experience with evaluation methodologies; programme development and project implementation;
- Have a strong understanding of the development context in Papua New Guinea and preferably understanding of the strategic Poverty and inclusive growth, environment, climate change and governance issues within the local context;
- Experience in oral and written translations of Tok Pisin to English and vice versa;
- Fluent in English (written and verbal) and Tok Pisin (written and verbal).

7. Evaluation ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' which are available here: <http://www.unevaluation.org/document/detail/102>. The evaluators must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The evaluators must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

Evaluation conflict of interest

(a). Conflict of interest due to past engagement

Consultants may not be assigned to the evaluation of UNDAFs, country programmes, outcomes, sectors and thematic areas in which they have had prior involvement whether in design, implementation, decision-making or financing. Following this principle, UNDP staff members – including advisers based in regional centres and headquarters units, civil servants or employees of NGOs that may be or have been directly or indirectly related to the programme or project – should not take part in the evaluation team.

(b). Conflict of interest due to potential future involvement

Evaluators must not be rendering any service (related or unrelated to the subject of the evaluation) to the programme unit of the project or outcome being evaluated in the immediate future. Evaluators should not subsequently be engaged in the implementation of a programme or project that was the subject of their evaluation. Evaluators should not be engaged as designers of next phases of projects they have evaluated.

(c). Evaluator's obligation to reveal any potential conflicts of interest

Evaluators must inform UNDP and stakeholders of any potential or actual conflict of interest. The evaluation report should address any potential or actual conflict of interest and indicate measures put in place to mitigate its negative consequences. If a conflict of interest is uncovered or arises during the evaluation, the organisation should determine whether the evaluator should be dismissed and/or the evaluation terminated.

8. Implementation Arrangements

The below table outlines key roles and responsibilities for the evaluation process. The Head of Programme Support Unit at UNDP Papua New Guinea will act as the Evaluation Manager, who will assume the day-to-day responsibility for managing the evaluation and serve as a central person connecting other key parties. The Evaluation Manager will seek guidance from Evaluation Commissioner, Deputy Resident Representative

(DRR) of UNDP Papua New Guinea as well as from UNDP Independent Evaluation Office and Regional Bureau of Asia and The Pacific.

The final approval of the report will be made by the Evaluation Commissioner / DRR, UNDP Papua New Guinea. The final payment will be made upon the satisfactory completion and approval of the report by the Evaluation Commissioner.

| Role | Responsibilities |
|--|--|
| Commissioner of the Evaluation: UNDP Deputy Resident Representative | <ul style="list-style-type: none"> ▪ Lead and ensure the development of comprehensive, representative, strategic and costed evaluation; ▪ Determine scope of evaluation in consultation with key partners; ▪ Provide clear advice to the Evaluation Manager on how the findings will be used; ▪ Respond to the evaluation by preparing a management response and use the findings as appropriate; ▪ Safeguard the independence of the exercise; ▪ Approve TOR, inception report and final report. ▪ Allocate adequate funding and human resources. ▪ Ensure dissemination of the evaluation report to all the stakeholders. |
| Evaluation Manager: Head of Programme Support Unit/M&E Focal Point | <ul style="list-style-type: none"> ▪ Lead the development of the evaluation TOR in consultation with stakeholders; ▪ Manage the selection and recruitment of the Evaluation Team; ▪ Manage the contractual arrangements, the budget and the personnel involved in the evaluation; ▪ Provide executive and coordination support; ▪ Provide the Evaluation Team with administrative support and required data; ▪ Liaise with and respond to the evaluation commissioner; ▪ Connect the Evaluation Team with the wider programme unit, senior management and key evaluation stakeholders and ensure a fully inclusive and transparent approach to the evaluation; ▪ Review the inception report and final report. |
| Programme Manager(s) | <ul style="list-style-type: none"> ▪ Provide inputs/advice to the evaluation on the detail and scope of the terms of reference for the evaluation and how the findings will be used; ▪ Ensure and safeguard the independence of evaluations; ▪ Provide the evaluation manager with all required data and documentation and contacts in Government/stakeholders list, etc.; ▪ Support the arrangement of interview, meetings and field missions; |

| | |
|--------------------------------------|--|
| | <ul style="list-style-type: none"> ▪ Provide comments and clarification on the terms of reference, inception report and draft evaluation reports; ▪ In consultation with Government, respond to evaluation recommendations by providing management responses and key actions to all recommendations addressed to UNDP; ▪ Ensure dissemination of the evaluation report to all the stakeholders including the project boards; ▪ Responsible for the implementation of key actions on evaluation recommendations in partnership with Implementing partners. |
| Regional Evaluation Focal Points | <ul style="list-style-type: none"> ▪ Support the evaluation process and ensure compliance with corporate standards; ▪ Provide technical support to country office including advice on the development of terms of reference; implementation of evaluations; and finalization of evaluations, management responses and key actions ▪ Ensure management response tracking and support M&E capacity development and knowledge-sharing; ▪ Dispute resolution when issues arise in implementation of evaluations. ▪ Contributes to the quality assurance process of the evaluation. |
| Evaluation team (led by Team leader) | <ul style="list-style-type: none"> ▪ Fulfil the contractual arrangements under the terms of reference as appropriate; ▪ Ensure the quality (including editorial) of the report and its findings and recommendations; ▪ Develop the evaluation inception report, including an evaluation matrix, in line with the terms of reference, UNEG norms and standards and ethical guidelines; ▪ Draft reports and brief the evaluation manager, programme/project managers and stakeholders on the progress and key findings and recommendations; ▪ Finalize the evaluation, taking into consideration comments and questions on the evaluation report. Evaluators' feedback should be recorded in the audit trail; ▪ Support UNDP efforts in knowledge-sharing and dissemination if required. |
| Government counterpart | <ul style="list-style-type: none"> • Participate in meetings, interviews, field-visits where needed • Provide data and documentation to inform Evaluation Team's desk review |

| | |
|--|--|
| | <ul style="list-style-type: none"> Consult with programme managers on response to evaluation recommendations and management responses and key actions to all recommendations addressed to UNDP. |
| Technical Guidance and Oversight: Independent Evaluation office | <ul style="list-style-type: none"> Provides technical inputs to the following, based on UNDP guidelines and tools to support the quality enhancement of CP evaluation: <ul style="list-style-type: none"> Terms of Reference Inception Report Final Report Contributes to the quality assurance process of the CP evaluation |

9. Time frame for the Evaluation process

Timeframe for the CDP evaluation process

| Activity | Responsible Party | Tentative Timeframe |
|---|--------------------------|---------------------------|
| Selection of the evaluation team | UNDP | June |
| Provide necessary information to Evaluation team | UNDP | July 12 2021 |
| Conduct, complete desk review and submit the inception report to UNDP | Evaluation team | July 23 2021 |
| Comments and review of the inception report | UNDP; IEO | July 30 2021 |
| Final inception report submitted | Evaluation team | August 4 2021 |
| Collect data/conduct field missions, analyze data, prepare draft report | Evaluation team | August 5 – August 31 2021 |
| Debrief with UNDP to understand any emerging findings | Evaluation team; UNDP | September 1 2021 |
| Submit first draft report | Evaluation team | September 8 2021 |
| Review the first draft and provide comments | UNDP; IEO | September 30 2021 |
| Submit the final draft | Lead evaluator | October 14 2021 |
| Accept the final report and submit the management response | UNDP | October 20 2021 |

Suggested working day allocation and schedule for evaluation

| ACTIVITY | ESTIMATE D # OF DAYS | DATE OF COMPLETION | PLACE | RESPONSIBLE PARTY |
|--|----------------------------|---|----------------|---------------------------|
| Phase One: Desk review and inception report | | | | |
| Meet/discuss with UNDP | 1 day | [indicate a proposed date DD/MM/YYYY] | UNDP or remote | Evaluation team & UNDP |
| Sharing of the relevant documentation with the evaluation team | - | [indicate a proposed date DD/MM/YYYY] | Via email | Evaluation manager |
| Desk review, Evaluation design, methodology, the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed and prepare the inception report | 07 days | [indicate a proposed date DD/MM/YYYY] | Home- based | Evaluation Team |
| Submission of the inception report, 10 pages maximum (see the template in the annex section) | - | [indicate a proposed date DD/MM/YYYY] | Via email | Evaluation team |
| Comments and on approval of inception report | | [indicate a proposed date DD/MM/YYYY] | Via email | UNDP |

| | | | | |
|--|---------|--|---|-----------------|
| Submit the final inception report | 5 days | [indicate a proposed date DD/MM/YYYY] | Via email | Evaluation team |
| Approve the inception report | | [indicate a proposed date DD/MM/YYYY] | Via email | UNDP |
| Phase Two: Data-collection mission | | | | |
| Update on the detailed work plan including field mission and agree upon with UNDP | 0.5 day | [indicate a proposed date DD/MM/YYYY] | Via email | Evaluation team |
| Kick-off meeting with UNDP, Government and development partners. | 0.5 day | [indicate a proposed date DD/MM/YYYY] | | |
| Conduct data collection including field visits, in-depth interviews, focus group and etc. | 14 days | [indicate a proposed date DD/MM/YYYY] | In country (subject to COVID pandemic restrictions) | |
| Phase Three: Evaluation report writing | | | | |
| Debriefing with UNDP before the drafting of the report to understand any emerging findings | 1 day | [indicate a proposed date DD/MM/YYYY] | | |
| Preparation of draft evaluation report (see the template in the annex section) | 14 days | [indicate a proposed date DD/MM/YYYY] | Home- based | Evaluation team |

| | | | | |
|---|---------|---------------------------------------|-----------|--------------------|
| Draft report submission | - | [indicate a proposed date DD/MM/YYYY] | Via email | Evaluation team |
| UNDP and other stakeholder comments to the draft report | | [indicate a proposed date DD/MM/YYYY] | UNDP | Evaluation manager |
| Update report taking into account UNDP/stakeholder comments | 04 days | [indicate a proposed date DD/MM/YYYY] | Via email | Evaluation team |
| Submit the final report to UNDP for sharing to other stakeholders | - | [indicate a proposed date DD/MM/YYYY] | Via email | Evaluation team |
| Dissemination workshop organised | 1 day | [indicate a proposed date DD/MM/YYYY] | UNDP | Evaluation manager |
| Estimated total days for the evaluation | -- | | | |
| Total working day of evaluation team | 47 | | | |

10. Application submission process and criteria for selection

Evaluation team will be evaluated based on the merit of the proposed approach, including following:

- 10%. Qualification and experience
- 15%. Technical approach as illustrated in the description of the proposed methodology.
- 10%. Timeline reflecting proposed activities, which emphasis the ability to meet the proposed deadlines
- 20%. Evidence of experience of the consultant in conducting evaluations as detailed in the CV
- 15%. Reference from Past performance. To enable this reference check is carried out, applicants are required to provide a list of all related consultancies/ evaluations conducted during the past three years with associated contact details of references.
- 30% Financial proposal

11. TOR annexes

- A. Country programme outcomes and indicative resources (2018-2022)
- B. Key stakeholders and partners
- C. Document to be reviewed
- D. Evaluation matrix
- E. Schedule of tasks, milestone and deliverables
- F. Inception report template
- G. Require format for the evaluation report
- H. Evaluation recommendations
- I. Evaluation quality assessment
- J. Code of conduct

Appendix 2. Evaluation Matrix

| Evaluation Criteria | Key Questions | Specific sub-questions | Data sources/collection methods | Methods for Analysis |
|---|--|---|---|--|
| <p>Evidence of progress towards stated development results based on RRF</p> <p>Relevance</p> | <p>Global & National Development Priorities. To what extent has the current UNDP CP provided support to Papua New Guinea in implementing the UNDP Strategic Plan; national development priorities, the 2030 Agenda for sustainable development/SDGs, UNDAF intended results.</p> <p>Comparative Advantages To what extent is UNDP engagement during the current CP, a reflection of strategic considerations, including the comparative advantage and value proposition of UNDP in a particular development context?</p> | <p>Q for UNDP CO Teams (Mgmt., portfolio/project and operations).</p> <p>Signature Solutions and GPN Drawing on UNDPs Comparative Advantages and GPN - how did the application of UNDP's signature solutions of Poverty, Resilience, Governance, Planet and Gender Equality supported; and how has expertise from BKK Reg. Hub and UNDP Global Policy Centres and knowledge of the Asia Pacific RPD TOC 'development enablers' been leveraged to contribute to key results under the CP?</p> <p>Specific questions based on the UNDP programme or project intervention will be asked where necessary to ensure self-reporting of results is accurate. This will be adjusted per outcome and outcome indicator as required.</p> | <p>Desk Review of CO documents, programme and project reports:</p> <ul style="list-style-type: none"> • ROAR reports (2018/2019/2020) • Prodocs, Board Meetings, M&E reports. • Reports of events, communications, forums etc • UNDP websites and communications. • Any national strategic documents to evaluate the relevance to national priorities? <p>Field visits to the four regions of Papua New Guinea Purpose: To obtain practical insights into the development results in situ. Interview stakeholders and beneficiaries involved directly in project implementation.</p> <p>Regions and projects will be selected and confirmed in consultation with the UNDP CO.</p> | <p>Perspectives gathered and triangulated on the base of evidence gathered during desk review and consultations with CO teams.</p> <p>Rigorous review of all the RRF, set against evidence of attainment from various sources. Corroboration of quantitative development results claimed by UNDP with Development Partners and probe the contribution made by UNDP interventions based on the evaluation criteria.</p> <p>Field Visits enable more detailed information gathering across the differentiated contexts of PNG, and across the span of the current CP and its pillars. It also facilitates further triangulation of results between the desk review exercise and the semi-structured interviews, which are more oriented to partners operating at the national level.</p> <p>Field visits enable a more penetrating analysis of the role of UNDP and development partnerships (Government/local government, private sector, civil society and</p> |

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| <p>Effectiveness</p> | <p>Target Beneficiaries. To what extent has the UNDP CP responded to the priorities and the needs of target beneficiaries as defined in the CP Document?</p> <p>Resource Mobilization Have the efforts made by UNDP and national partners to mobilize resources and knowledge been in line with and contributed to the current development landscape in Papua New Guinea?</p> <p>Results What did the UNDP CP (CP) intend to achieve during the period under review and to what extent has the programme achieved (or is likely to achieve) these intended objectives at the output level, and what contribution has it made at the outcome level and towards the UNDAF 2018 – 2022?</p> <p>Cross-Cutting: How well does the design and implementation of the CP address and benefit human rights, especially the needs of the most marginalized and vulnerable groups in the</p> | <p>Unexpected Results Have there been any unexpected results achieved beyond the planned outcome?</p> <p>What were the major factors contributing to the unexpected results?</p> | <p>Support for field visits and additional data to be provided by UNDP sub-offices.</p> <p>Surveys Questionnaire</p> <p>A survey questionnaire of UNCT Heads of Agency in Papua New Guinea (resident and on-resident agencies) will be designed and distributed to elicit the perspectives of UNDPs UN partners.</p> <p>This will enable the evaluation to obtain an appreciation of how and where UNDP has used its comparative advantage, for example, as a development thought leader (e.g., via SSTC), as an Agenda 2030/SDG/development solutions integrator, innovator, and as a partnerships, platforms and financing facilitator.</p> <p>It will also enquire into UNDPs performance in advancing gender equality, combating GBV, and advancing the rights and inclusion of marginalized groups and communities most at risk of being left behind.</p> <p>Not least, it will seek to understand how UNDP adapted its programme to the challenges imposed by COVID 19.</p> | <p>community groups) through investigating and witnesses the implementation of activities and their contribution to real development outputs and to outcomes on the ground, including how they affect change for ordinary people.</p> <p>Not least, the opportunity to engage the intended beneficiaries at the local level, especially communities and people in the assessment of impact, effect and sustainability arising from the intervention. It facilitates access to voices that the evaluation team might not previously have been exposed to via a remote virtual based process.</p> <p>Semi-structured interviews will be held not only for triangulation, but to ascertain important qualitative information from DPs in particular related to the performance of UNDP, strengths and reflections on lesson learned. Key questions, and specific questions will be tailored to the participants engagement.</p> <p>Participants will also be consulted on impact, partnerships, innovation, integration, financing etc. Not least for design and implementation engagement and results for women,</p> |
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| <p>Efficiency</p> | <p>country (e.g., youth, women, displaced population, people with disabilities, transgenders, etc.)</p> <p>Lessons Learned. What key factors contributed to or hindered UNDP’s performance, and why, inc. gaps, challenges, lessons learned?</p> <p>Partnerships. To what extent have partnerships been effective – what lessons have been learned?</p> <p>Looking forward. Which programme areas are the most relevant and strategic for UNDP to scale up or consider going forward?</p> <p>Economic use of resources. To what extent has there been an economical use of resources in the achievement of results at the outcome and output level (funds, human resources, time, expertise, etc.)? What are the main administrative strengths and/or constraints?</p> <p>RBM</p> | <p>Were activities cost efficient?</p> <p>Were activities achieved on time?</p> <p>Was the project or program implemented in the most efficient way compared to alternatives?</p> | <p>Finally, as requested by the CO, how has UNDP been able to differentiate its role within the UN system since de-linking from the RC function/office, as well as the extent to which UNDP has used the CPD to be a champion of UN reform.</p> <p>Semi-Structured Interviews</p> <ul style="list-style-type: none"> • Country Office Management, Programme and Operations Teams • Government and Development Partners/Donors (inc. private sector, civil society, academia, and, beneficiaries. | <p>young people and LNOB groups based on HRBA.</p> |
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| <p>Sustainability</p> | <p>Is the results-based management system operating effectively and is monitoring data informing management decision making at the outcome and output level?</p> <p>Synergies and Partnerships To what extent has UNDP been efficient in building synergies and partnerships with other programmes and stakeholders in Papua New Guinea?</p> <p>Efficiency of CO systems To what extent have UNDP practices, policies, processes and decision-making capabilities affected the achievement of the CP's outcomes/outputs?</p> <p>Efficiency of Financing To what extent have programme funds have been delivered in a timely manner? And if the utilisation of funds facilitated in achievement/non achievement of results at outcome and output level?</p> <p>Sustainability What outcomes and outputs have the most likelihood of sustainability and being adopted by partners and why?</p> | <p>To what extent did the benefits of the program/project continue after donor funding ceased?</p> | | |
|------------------------------|--|--|--|--|

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|--|---|---|--|--|
| | <p>Evidence of Sustainability What institutional capacities, policy and regulatory frameworks, partnerships and financing are in place to sustain the outcome-level results?</p> <p>Enduring Strategic Partnerships To what extent do strategic partnerships exist with other national institutions, NGOs, United Nations agencies, the private sector and development partners to drive forward and sustain development of attained results – and what qualities have enabled success, or challenges occurred?</p> | <p>What are the major factors which influenced the achievement or non-achievement of sustainability of the project?</p> | | |
|--|---|---|--|--|

Appendix 4. List of documents consulted

1. Assessment of Development Results: Papua New Guinea, (2003 – 2010), UNDP Independent Evaluation Office, 2011.
2. Rapid Response On COVID-19, June - October 2020, Report to UNDP
3. Project Completion Report, RPNGC, Family Sexual Violence Unit, 31 October 2021
4. Statement by the Deputy Permanent Representative of Papua New Guinea to the United Nations at the UNDP Segment, First Regular Session 2022, Executive Board of UNDP/UNFPA/UNOPS, Wednesday, 2 February 2022, New York
5. Provincial Capacity building programme (PCAB) - Project Summary
6. Anti-Corruption for Peaceful and Inclusive Societies (ACPIS) Final Evaluation Report, February 2021
7. Peace-Building Project – Project Programme Report, semi-annual 2021
8. Strengthening the Health System – Results Framework
9. Socio-Economic Impact Assessment of COVID-19 on Papua New Guinea, UNDP, Advance Edition, August 2020.
10. Women Make the Change – Project Summary
11. Women Make the Change – Project Document (September 2019 – December 2022), p.37
12. Women Make the Change – Progress Report: 1 January 2020 – June 2021
13. Spotlight Initiative – Project Summary
14. Spotlight Initiative – Country Programme Snapshot
15. Spotlight Initiative – Progress Report: 1 January 2020 – 31 December 2020
16. Spotlight Initiative – Summary Report, 2020
17. Programme of Assistance to Bougainville – Project Summary
18. Extractive Industries for Sustainable Development, UNDP.
19. Sustaining Peace in Bougainville – Project Report Bougainville - Post-Referendum Process Support Project Document, July 2020
20. Bougainville – Referendum Support Project – Final Project Report, 30 May 2020
21. Bougainville - Peace-Building Fund (PBSO) – PNG – Evaluability Assessment Report, May 2016
22. Bougainville - Final Evaluation Report – Peace-building Priority Plan (2015 – 2017)
23. Semi-annual Report, Peace-Building Project, 15 June 2019
24. Support to Rural Entrepreneurship, Investment and Trade (STREIT) (2020 – 2024) Project Summary
25. Support to Rural Entrepreneurship, Investment and Trade (STREIT) (2020 – 2024) Project Document, January 2020
26. Creating Peace in the PNG Highlands, Peace-Building Fund Report, 2021
27. Private Sector SDG Dashboard Step Two Report, Benefit Capital, September 2018
28. Support to Rural Entrepreneurship, Investment and Trade (STREIT) (2020 – 2024), Progress Report, 1st January 2020 – 31st December 2020
29. Facilitating Renewable Energy and Energy Efficiency (FREAGER), Project Summary
30. Facilitating Renewable Energy and Energy Efficiency Applications for Greenhouse Gas emissions Reduction (FREAGER), Project Document (GEF), September 2017
31. Facilitating Renewable Energy and Energy Efficiency Applications for Greenhouse Gas Emissions Reduction (FREAGER), Final Mid-Term Review (MTR) Report, May 2020
32. Strengthening Disaster Risk Management in PNG – Independent Review, October 2018
33. Humanitarian Coordination Component of ‘Strengthening Disaster Risk Management in Papua New Guinea’, Summary Report, 2020.
34. Strengthening Disaster Risk Management in Papua New Guinea – Summary Report to the National Disaster Centre, 2019.
35. Sustainable Financing of Papua New Guinea’s Protected Area Network – Project Summary

36. Sustainable Financing of Papua New Guinea's Protected Area Network – Project Implementation Report, 2021
37. Sustainable Bio-Diversity Conservation Finance PNG – Project Implementation Report (PIR) 2021
38. Building Resilience to Climate Change (BRCC) in Papua New Guinea – Project Summary
39. Building Resilience to Climate Change (BRCC) in Papua New Guinea, Environmental and Social Monitoring Report, Semi-annual Report, ADB, July 2021,
40. Strengthening Capacities to Measure, Report and Verify Indicators of Global Environmental Benefits (2014 – 2019), Terminal Evaluation, April 2019.
41. Strengthening the Management Effectiveness of the National System of Protected Areas, Terminal Evaluation of the UNDP-Supported/GEF-Financed Project, 29 December 2020.
42. Advancing Papua New Guinea's National Adaptation Plan – Project Summary
43. Readiness and Preparatory Support Project – Interim Progress Report, 1 January 2021 – 30 June 2021
44. Interim Progress Report, Readiness & Preparatory Support, National Adaptation Plan, Green Climate Fund, August 2021
45. Independent Evaluation of the World Bank's Forest Carbon Partnership Facility (REDD+) Readiness Project (Phase 1 and Phase 2), Final Report, November 2020
46. The Bougainville Referendum Arrangements: Origins, Shaping and Implementation, Part One: Origins and Shaping, Department of Pacific Affairs, Discussion Paper 2018/4, Anthony Reagan.
47. Ministerial statement of Sir Puka Temu, Minister for Bougainville Affairs in accepting the Final Report of the Bougainville Referendum Commission, 11 June 2020 – Ministerial Statement to the National Parliament.
48. Lessons Learnt and Best Practices – Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea
49. Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea (CbFCCRM – GEF4), Terminal Evaluation, Final Report, March 2020
50. Papua New Guinea PBF Evaluability Assessment Report, May 2016
51. Final Evaluation Report: United Nations Peacebuilding Priority Plan 2015 - 2017
52. UNDP, Country Programme for Papua New Guinea (2018 – 2022), July 2017
53. The National Voluntary Review, SDG Progress Report.
54. NHDR, 'From Wealth to Wellbeing: Translating Resource Revenue into Sustainable Human Development', 2014
55. United Nations Development Assistance Framework 2018 – 2022
56. World Economic Forum's Global Gender Gap Report 2021.
57. Papua New Guinea Vision 2050
58. PNG Development Strategic Plan 2010 – 2030, 'Our Guide to Success', Department of National Planning and Monitoring, March 2010

Appendix 5. Location of Field Visits

PNG CPD Evaluation – Field Visits

East Sepik Province

Key Projects

- FREAGER (renewable energy / efficiency)
- GEF
- PCAB PFM IFMS
- Build Resilience to Climate Change
- STREIT – Rural Entrepreneurship

Partners/Beneficiaries

- Provincial Dept
- CSO / Communities
- Provincial Finance Dept



Autonomous Region of Bougainville

Key Projects

- Sustaining Peace in Bougainville
- Post Referendum
- Spotlight
- UN Women
- Women Make the Change

Partners/Beneficiaries

- ABG and Hse. of Reps
- Women, Youth, LNOB

West New Britain Province

Key Projects

- GEF
- SUSTAINABLE FINANCING FOR PNGs PROTECTED AREA NETWORK

Partners/Beneficiaries

- MAONIA NA DARI
- CONSERVATION
- CSO, COMMUNITIES,
- PRIVATE

Appendix 6. CPD Results Framework - ‘Peace: promoting inclusive governance, justice and peace’

NATIONAL PRIORITY OR GOAL: 1. Security and international relations; 2. Inclusive, democratic, participatory, accountable and transparent governance (SDGs 5, 8, 16, 17).

UNDAF OUTCOME 4: By 2022, government and non-governmental institutions demonstrate improved transparency, accountability, delivery of justice and promotion of peace and security. **Outcome indicators:** Rank and score in worldwide governance indicators²⁶⁴; Three pillars of the Bougainville Peace Agreement implemented.²⁶⁵

| COUNTRY PROGRAMME OUTPUTS | UNDP CONTRIBUTION | INDICATOR(S), BASELINES AND TARGET(S) FOR UNDP CONTRIBUTIONS | RESOURCES BY OUTCOME ²⁶⁶ |
|--|---|---|--|
| <p>Output 1.1: Institutions have strengthened systems and capacities to perform their functions, roles and responsibilities in support of good governance, service delivery, democracy, peace and security.</p> <p>Output 1.2: Increase in women’s participation in decision-making and representation in leadership positions.</p> <p>Output 1.3: The Bougainville referendum is supported to conduct free and fair elections, and post referendum strategies with the two governments are formulated.</p> | <p>Technical assistance and capacity building.</p> <p>Support for legislative process, policy, strategy and service delivery.</p> <p>Advocacy.</p> <p>SSTC.</p> <p>Facilitation, platforms and coordination.</p> <p>Partnerships and financing.</p> | <p>Indicator 1.1.1: Improvement in parliamentary committees’ performance in roles and functions as outlined in their legal framework and legislation against qualitative indicator ranking (integrated results and resources framework (IRRF) 2.1.1.1). Baseline: Qualitative rating scale TBD in 2018. Target: TBD in 2018. Source: Parliamentary committee annual reports.</p> <p>Indicator 1.1.2: Change in citizen perceptions towards quality of service and citizen involvement identified through provincial citizen perception surveys (data disaggregated by men, women and youth; IRRF 2.4.1). Baseline: Rating scale TBD in 2018. Target: TBD in 8 provinces. Source: Final citizen perception surveys by local service providers.</p> <p>Indicator 1.1.3: Number of state entities at national, provincial and district levels adopt and implement the integrated finance management system (IFMS) to reduce corruption. Baseline: 6 (2017). Target: 9 additional. Source: Department of Finance report.</p> <p>Indicator 1.2.1: Number of political parties that commit to supporting female membership in parties and in executive roles. Baseline: 7 (2017). Target: 10 additional. Source: Reports from political parties.</p> <p>Indicator 1.2.2: Gender-based violence council established and in operation with performance measured against qualitative indicators. Baseline: Gender-based violence council not established yet. Target: Gender-based violence council operational. Source: Gender-based violence council annual report.</p> <p>Indicator 1.3.1: Bougainville Referendum Commission (BRC) established. Baseline: 0. Target: 1. Source: Signed BRC charter.</p> <p>Indicator 1.3.2: Number of strategies developed to implement the outcomes of the 2019 referendum. Baseline: No referendum yet. Target: TBD in 2019 after the referendum. Source: UNDP report, joint supervisory body.</p> | <p>Regular: US\$ 2.9m</p> <p>Other: US\$ 30.1m</p> <p>Total US\$ 33m</p> |

²⁶⁴ The respective baseline: (2015) - Government effectiveness: 30/100 - Rule of law: 19/100, and the respective target: - Government effectiveness: 35/100 - Rule of law: 24/100.

²⁶⁵ The respective target was June 15, 2019 for the referendum and other targets included: National Government and ABG joint supervisory body meeting agreements; Resolutions and action plans delivered within agreed timeframes; Three pillars of peace agreement; Establishment of independent agency to conduct referendum; Weapons disposal plan and strategy implemented; Good governance assessment conducted.

²⁶⁶ Indicative Resources – as per CPD Results & Resources Framework

Appendix 7. CPD Results Framework - ‘Prosperity: inclusive and sustainable growth’

NATIONAL PRIORITY OR GOAL: 1. Human capital development, gender, youth and people empowerment; 2. Institutional development and service delivery; 3. Poverty reduction, wellbeing, livelihoods and social protection, access to essential services; 4. Equitable, fair and just – between and within countries and between generations (SDGs: 1, 8, 9, 10, 11, 16, 17).

UNDAF OUTCOME 2: 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.²⁶⁷

| COUNTRY PROGRAMME OUTPUTS | UNDP CONTRIBUTION | INDICATOR(S), BASELINES AND TARGET(S) FOR UNDP CONTRIBUTIONS | RESOURCES BY OUTCOME |
|--|---|--|----------------------|
| Output 2.1: National systems strengthened to support growth of sustainable and inclusive entrepreneurship. | Technical assistance and capacity building. | Indicator 2.1.1: Number of gender-disaggregated national and subnational baselines and diagnostics carried out in most vulnerable provinces to inform inclusive growth policy responses. Baseline: 0 (2015). Target: 6. Source: Project monitoring and evaluation data. | Regular: US\$ 0.749m |
| | Support for legislative process, policy, strategy and service delivery. | Indicator 2.1.2: Number of provinces with extractive industries that introduce inclusive local supply chain integration in partnership with UNDP. Baseline: 0 (2017). Target: 5 provinces. Source: Annual joint project reports | Other: US\$ 1.8m |
| Output 2.2: SDGs integrated and localized into public development plans, budgets and monitoring and evaluation frameworks and data systems developed to monitor progress. | Advocacy. | Indicator 2.1.3: Number of UNDP recommendations on fostering good business environment and private sector growth applied by the Government. Baseline: 0. Target: 5. Source: Annual UNDP project reports. | Total US\$ 2.549m |
| | SSTC. | Indicator 2.1.4: Number of men and women benefitting from and participating in interventions related to renewable energy, environment and climate resilience (IRRF 1.5.1). Baseline: 30,000 (2016) 25. Target: 100,000 additional men and women (15,000 in renewable energy 35,000 in environment (including conservation work and REDD+) 50,000 in climate resilience and disaster risk management. Source: UNDP project reports, annually. | |
| | Partnerships and financing. | Indicator 2.2.1: Number of development plans, monitoring and evaluation frameworks and database analytical systems for SDG integration established. Baseline: not started yet (2017). Target: 3, medium-term development plan, national monitoring and evaluation framework, and mid-term SDG implementation report disseminated. Source: Government reports. | |
| | | Indicator 2.2.2: Resource requirement for SDG implementation addressed. Baseline: not started yet (2017). Target: Financing framework road map approved and SDG business coalition functional. Source: Government reports, annual. | |
| | | Indicator 2.2.3: Number of South-South cooperation agreements and programmes that deliver measurable and sustainable development benefits for participants. Baseline: 2 (2017). Target: 4 (minimum). Source: UNDP reports, annual | |

²⁶⁷ UNDAF indicator: Percentage of non-resource gross domestic product in per capita real growth rates. Baseline: 1.7% (2012-2015). Target: 3% (cumulative from 2018-2022)

Appendix 8. CPD Results Framework - 'Planet: sustainable management of natural resources, biodiversity conservation, strengthened climate and disaster resilience'

NATIONAL PRIORITY OR GOAL: 1. Environmental sustainability and climate change; 2. Retains and protects biodiversity and ecosystems and services; 3. Is resilient to risks and shocks; 4. Is a means for achieving sustainable development (SDGs 7, 11, 13, 14, 14, 15).

UNDAF OUTCOME 3: By 2022, Papua New Guinea demonstrates improved performance in managing environmental resources and risks emanating from climate change and disasters.

| COUNTRY PROGRAMME OUTPUTS | UNDP CONTRIBUTION | INDICATOR(S), BASELINES AND TARGET(S) FOR UNDP CONTRIBUTIONS | RESOURCES BY OUTCOME |
|---|---|---|--|
| Output 3.1: Legislation, policy and strategic plans for climate-proofing, conservation, sustainable use of natural resources and disaster risk management in place. | Technical assistance and capacity building. | Indicator: 3.1.1: Number of strategic plans and regulatory frameworks developed (covering protect areas, REDD +, disaster risk management). Baseline: 1. Target: 4 (1 REDD+ strategy; 2 protected areas; 1 disaster risk management framework). Source: UNDP project reports, biannually | Regular: US\$ 1.135m |
| | Support for legislative process, policy, strategy and service delivery. | Indicator: 3.1.2: Number of protected areas with effective financing systems in place. Baseline: 0 (2017); Target: 2; Source: UNDP project reports, biannually. | World Bank: US\$ 5.6m |
| | Advocacy. | Indicator: 3.1.3: Number of multi-hazard provincial disaster and climate risk assessments that inform development plans, taking into account differentiated impacts (IRRF 5.1.2). Baseline: 10 disaster and climate risk assessments; 0 risk-informed development plans (2017). Target: 12 additional risk assessments and five risk-informed development plans. Source: Government reports, annually | Adaptation funds: US\$ 1.1m |
| | SSTC. | Indicator: 3.1.4: Number of plans and sectors that incorporate climate change adaptation, disaster risk management and recovery (mainstreaming). Baseline: 1 (2017). Target: Medium-term development plan, 2018-2022, and two additional sector strategies. Source: Government reports, annually. | Department of Foreign Affairs and Trade: US\$ 3m |
| Output 3.2: Capacities of communities and public officials enhanced to manage protected areas and address climate and disasters risks. | Facilitation, platforms and coordination. | Indicator: 3.2.1: Management effectiveness tracking tool (METT) scores over the project lifetime, reflecting management effectiveness of protected areas. Baseline: METT score to be established in 2017. Target: 20% increase. Source: METT scores, biannually. | GEF: US\$ 15.5m |
| | Partnerships and financing. | Indicator: 3.2.2: Number of new climate early warning systems established in major rivers (IRRF 5.4.1). Baseline: 1. Target: 3 additional. Source: UNDP project reports, national weather service report. | Green Climate Fund (pipeline): US\$ 30m |
| | | Indicator: 3.2.3: Percentage of minimum preparedness measures for disaster management team in Papua New Guinea are in place ²⁶⁸ (IRRF 5.2.1). Baseline: 30% (2017). Target: 100%. Source: Disaster management team report, annual. | Total: US\$ 56.335m |
| | | Indicator: 3.2.4: Disaster recovery funding incorporated into the Government's disaster financing approach. Baseline: 0 (2017). Target: 1. Source: Government report, annual. | |

²⁶⁸ Based on emergency response preparedness approach.

Appendix 9. Provision of Documentation for the CPD Evaluation Desk Review (November 2021)

| | Project | Atlas ID | Dates | Prodoc | Reporting | Mid-Term Review | Evaluation |
|-----------|---|----------|---------------------|--------|-----------|-----------------|------------|
| Outcome 1 | 1 Bougainville: Post-Referendum Support | 107682 | Jul 2020-Jun2022 | ✓ | ✓ | ✓ | |
| | 2 Bougainville: Sustaining Peace | 111260 | Jun 2020-Jun 2022 | ✓ | ✓ | | |
| | 3 Prov. CB Prog (PCAB) | 112510 | 2018-2021 | ✓ | ✓ | | |
| | 4 Phones Against Corruption (ACPIS Global Prog.) | 101592 | 2017-2021 | | | | ✓ |
| | 5 GBV (COVID Rapid Response Facility) | 127350 | May-Oct 2020 | ✓ | ✓ | | |
| | 6 Spotlight Initiative (Phase I) | 109535 | Jan 2020-Dec 2022 | ✓ | ✓ | | |
| | 7 Women Make the Change | 118907 | 2020-2022 | ✓ | ✓ | | |
| | 8 Peace in the PNG Highlands (Post-Earthquake UNHCT) | 132836 | Oct 2020-May 2023 | ✓ | ✓ | | |
| Outcome 2 | 9 Support to Rural Enterprise & Trade (STREIT) | 107296 | Jan 2020-May 2024 | ✓ | ✓ | | |
| | 10 Facilitating Renewable Energy & Energy Efficiency Applications for GHG Emission Reduction (FREAGER) | 98601 | Oct 2017-Aug 2021 | ✓ | ✓ | ✓ | |
| | 11 Strengthening Health Systems (SSTC) | 123931 | Nov 2020-Jun 2021 | | | | |
| Outcome 3 | 12 Strengthening Disaster Risk Management | 89438 | 2015 - 2018 | | ✓ | ✓ | |
| | 13 Building Resilience to Climate Change (BRCC) (NGO Facilitation) | 100578 | 2019 - 2021 | ✓ | ✓ | | |
| | 14 Climate Promise - Enhancing NDCs | | 2019 - 2020 | ✓ | | | |
| | 15 Community based Forest & Coastal Conservation and Resource Management Project (GEF 4) | | 2012 - 2019 | | ✓ | | ✓ |
| | 16 Strengthening (cross-cutting) Capacities to Measure, Report and Verify Indicators of Global Environment Benefits | | Oct 2014 - Apr 2019 | | | | ✓ |
| | 17 Strengthening the Management Effectiveness of the National System of Protected Areas (Inc. Yus, Torrichelli and Varirata-Sogeri) | 87986 | 2013 - Nov 2020 | ✓ | | ✓ | ✓ |
| | 18 National Adaptation Plan (NAP) | 106003 | Feb-2020-Aug 2021 | ✓ | ✓ | | |
| | 19 REDD+ Readiness Project (Phase 1 and Phase 2) | 105180 | 2015-2020 | | | ✓ | ✓ |
| | 20 Sustainable Finance of Papua New Guinea's Protected Area Network | 103253 | 2018 - 2025 | ✓ | ✓ | | |

Appendix 10. Signed UNEG Code of Conduct

UNEG Code of Conduct for Evaluators

Independence entails the ability to evaluate without undue influence or pressure by any party (including the hiring unit) and providing evaluators with free access to information on the evaluation subject. Independence provides legitimacy to and ensures an objective perspective on evaluations. An independent evaluation reduces the potential for conflicts of interest which might arise with self-reported ratings by those involved in the management of the project being evaluated. Independence is one of ten general principles for evaluations (together with internationally agreed principles, goals and targets: utility, credibility, impartiality, ethics, transparency, human rights and gender equality, national evaluation capacities, and professionalism).

Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
8. Must ensure that independence of judgement is maintained, and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing or advising on the project being evaluated and did not carry out the project's Mid-Term Review.

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Evaluator: IAN HOLLAND

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at SOLIHULL UK (Place) on 17/11/22 (Date)

Signature: 

Signed UNEG Code of Conduct form

Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
8. Must ensure that independence of judgment is maintained, and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing or advising on the project being evaluated and did not carry out the project's Mid-Term Review.

Terminal Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Evaluator: **Alois. Ralai**

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at Goroka EHP on 30/10/2021

Signature:

