



United Nations
PAPUA NEW GUINEA
Delivering as One



Delivering as One in Papua New Guinea

United Nations Development Assistance Framework
(UNDAF)
2012-2015
Papua New Guinea

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FOREWORD | *Government of Papua New Guinea*

On behalf of the Government and the people of Papua New Guinea, it is my pleasure to present the United Nations Development Assistance Framework (UNDAF) 2012-2015. Through a consultative process, the Government and the United Nations System have agreed on a holistic package of support over the next four years, which represents a step forward in the process of aid harmonization, alignment and coordination.

The UNDAF 2012-2015 is unique in several aspects: it is a truly integrated programme of the United Nations System in Papua New Guinea, and one that for a second programme life-cycle under Delivering as One (DaO), is taking steps towards the implementation of the Paris Declaration. With this framework, the Government will no longer have to negotiate individual agency programmes and projects and can concentrate its efforts on joint annual planning that includes all United Nations agencies.

In addition, I am delighted that the United Nations System heeded the Government's call to align to the priorities which are articulated in the Medium-Term Development Plan 2011-2015. Therefore, UNDAF 2012-2015 has been formulated as a four-year programme by shortening the previous programme cycle by one year, and has a crisp focus on fewer outcome areas.

I note the efforts made in the UNDAF to address the following areas: (i) Governance for Equitable Development; (ii) Social Justice, Protection and Gender Equality; (iii) Access to Basic Services; and (iv) Environment, Climate Change and Disaster Risk Management. These are consistent with our own priorities, as reflected in the Government's budget 2012/2013 under the theme: Empowering Rural PNG for Effective Participation in Economic Development, to tackle corruption and increase spending in social sectors and infrastructure for the benefit of our people, particularly in rural areas. I believe this will contribute to the overarching goal of fast-tracking progress towards the MDGs.

The ownership of Papua New Guineans in the preparation of this document is a milestone and a recommendable process to all of our development partners. I wish to thank the United Nations System for their long and ongoing support to the people of Papua New Guinea.



HON. SAM BASIL

Minister for National Planning

Government of Papua New Guinea

FOREWORD | *United Nations*

The United Nations (UN) has a special contribution to make to the development of Papua New Guinea (PNG). This contribution is not primarily financial; it is as a multilateral partner that sets standards, advises on policy, builds capacity, supports implementation, specialises in coordination and acts as a catalyst for change. The UN helps formulate new and innovative approaches to development that are suited to the unique political, economic and social context of PNG drawing best practices from a global perspective. The Millennium Declaration (MD) and the Millennium Development Goals (MDGs) provide the basis for the UN's strategic positioning and support to national development plans.

It gives me great pleasure to present, on behalf of the UN System in PNG, the United Nations Development Assistance Framework (UNDAF) 2012-2015. In formulating this Framework, the UN and the Government of Papua New Guinea (GoPNG) have adopted a holistic approach to providing multi-faceted assistance as defined by the specific mandates of the ten UN agencies, funds and programmes represented in PNG. As a Country Team, the UN has defined where it has comparative advantages in providing technical assistance and direct support and how these advantages might best contribute to the national development vision and goals as outlined in the GoPNG's Medium-Term Development Plan (MTDP) 2011-2015 and the Development Strategic Plan 2010-2030. The UNDAF 2012-2015 is designed therefore not only to leverage the UN's expertise, but also to create synergies for cooperation between the participating UN agencies.

Much has been said and written about the Paris Declaration on Aid Effectiveness and in PNG we are taking bold steps to implement its key principles. PNG is a young country with a growing population that is making strides to deliver services to an overwhelmingly rural population located in scattered throughout remote mountain valleys and on far-flung Pacific island chains. Providing development assistance through a relatively small public service is a challenge that calls for maximizing the collective action of government and development partners to achieve real and lasting results – ones that actually transform people's lives. Put simply, PNG simply cannot afford to negotiate separate cooperation agreements with each of the fifteen UN agencies and entities, funds and programmes based in PNG.

As such, this single UNDAF 2012-2015 represents a significant step forward in aid harmonisation and will substantially reduce the transaction costs for the GoPNG in working with the UN System. It was pleasing to see that the report of the High-Level Panel (HLP) on United Nations Reform (2011) commended the joint work planning processes being undertaken by the GoPNG and the United Nations Country Team (UNCT). With the winds of change blowing through the international arena as a result of the HLP Report, it is now time to launch the PNG UNDAF 2012-2015 as a tangible proof of the UN System working together as a team with a united purpose to assist the national government achieve its own development vision. The architecture of the UNDAF 2012-2015 will be supported by a single UNDAF Action Plan (UNDAF AP), where detailed programmes and methodologies will be agreed. This will be followed by joint Annual Work Plans (AWPs) for each thematic area in the UNDAF 2012-2015, which will provide an integrated outline of the annual activities of the UN in PNG. The programme and resource allocations will be guided by a joint GoPNG/UN Steering Committee, reinforcing GoPNG ownership of the UN agenda in PNG. The process is a milestone for the GoPNG, largely because of the clear leadership and ownership of Papua New Guineans in the formulation of this document.

Finally, a single UN PNG Country Fund will manage the majority of UN resources in support of the UNDAF 2012-2015. In order to manage their support to the UN in PNG, the main donors to the UN have agreed to channel their bilateral financing to the UN agencies through the One Fund. On an annual basis, through a single development report (rather than individual agency reports), the UN will report to the GoPNG and its donors partners on the use of these resources and the results achieved. This single reporting mechanism will significantly reduce transaction costs for GoPNG and partners to the UN, and enhance transparency and accountability of the UN towards GoPNG in line with the objectives of the Paris Declaration.

The UN Country Team is proud to present the UNDAF 2012-2015 as our collective contribution to assisting the Government of Papua New Guinea achieve its own development aspirations. As a development partner of the PNG Government, we remain committed to the Delivering as One modality and will continue to work together over the next four years for the betterment of all Papua New Guineans.



DAVID MCLACHLAN-KARR

Resident Coordinator

UN System in Papua New Guinea

SIGNATORY PAGE

This UNDAF outlines the work that will be undertaken by the UN System in PNG over the four-year period: 2012-2015. The *UNDAF 2012-2015* is a partnership agreement between GoPNG and the UN. It states the development vision, goals and aspirations of the people of PNG to achieve the national MDG targets. These targets are expressed in the *Government's MTDP 2011-2015*, the *Development Strategic Plan (DSP) 2010-2030* and the longer-term, *Vision 2050*. This partnership is mutually reinforcing and is designed to evolve with the changing realities and requirements of the national development paradigm. Through its regular monitoring and reporting to GoPNG, the UN will gauge progress on its programme delivery and promote policies to ensure that assistance is delivered in the most cost-effective and coherent manner possible. The UNDAF 2012-2015 partnership agreement is formally signed between the Government of Papua New Guinea and the United Nations and also reflects the broad process of dialogue and consultation that has been undertaken with a wide range of actors including; civil society, faith-based organizations, other multilateral organizations, and bilateral donors.

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UNEP	DR. YOUNG-WOO PARK <i>Regional Director for Asia and the Pacific</i>	WHO	DR. WILLIAM ADU-KROW <i>Representative</i>
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For and on behalf of the United Nations in Papua New Guinea



DAVID MCLACHLAN-KARR

Resident Coordinator

UN System in Papua New Guinea

For and on behalf of the people of Papua New Guinea



HON. SAM BASIL

Minister for National Planning

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LIST OF ACRONYMS

ASEAN	Association of Southeast Asian Nations	MTDP	Medium-Term Development Plan
AusAID	Australian Agency for International Development	NACS	National AIDS Council Secretariat
AWP	Annual Work Plans	NER	Net Enrollment Rate
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women	NGO	Non-Governmental Organization
CERD	International Convention on the Elimination of All forms of Racial Discrimination	NHS	National HIV and AIDS Strategy
CLRC	Constitutional and Law Reform Commission	NSO	National Statistics Organization
CRC	Convention on the Rights of the Child	OCCD	Office of Climate Change and Development
CS	Correctional Services	OCHA	Office for the Coordination of Humanitarian Affairs
CSO	Civil Society Organization	OHCHR	Office of the United Nations High Commissioner for Human Rights
DCD	Department for Community Development	PCC	Programme Coordination Committee
DEC	Department of Environment and Conservation	PNGTUC	PNG Trade Union Congress
DoE	Department of Education	RC	Resident Co-ordinator
DFAT	Department of Foreign Affairs and Trade	RPNGC	Royal Papua New Guinea Constabulary
DHS	Demographic and Health Survey	STI	Sexually Transmitted Infection
DLIR	Department of Labour and Industrial Relations	TT	Task Team
DLPP	Department of Lands and Physical Planning	TWG	Technical Working Group
DoH	Department of Health	UBE	Universal basic education
DPE	Department of Petroleum and Energy	UNCG	UN Communication's Group
DSP	Development Strategic Plan	UNCP	UN Country Programme
ECCD	Early Childhood Care and Development	UNCT	UN Country Team
EFPNG	Employers' Federation of PNG	UNDAF	United Nations Development Assistance Framework
ESEG	Environmental Sustainable Economic Growth	UNDAF AP	UNDAF Action Plan
EU	European Union	UNDP	United Nations Development Programme
GDP	Gross domestic product	UNEP	United Nations Environment Programme
GEF	Global Environment Facility	UNESCO	United Nations Education, Scientific and Cultural Organization
GoPNG	Government of Papua New Guinea	UNFPA	United Nations Population Fund
HACT	Harmonized Approach to Cash Transfers	UNFCCC	United Nations Framework Convention of Climate Change
HDI	Human Development Index	UNHCR	United Nations High Commissioner for Refugees
HIES	Household Income and Expenditure Survey	UNICEF	United Nations Children's Fund
HIV and AIDS	Human Immuno-deficiency Virus and Acquired Immune Deficiency Syndrome	UNOC	United Nations Operations Committee
HLP	High-Level Panel	UNRC	United Nations Resident Coordinator
ICCPR	International Covenant on Civil and Political Rights	UNRCO	United Nations Resident Coordinator's Office
ICESCR	International Covenant on Economic, Social and Cultural Rights	UNV	United Nations Volunteers
ILO	International Labour Organization	UPR	Universal Periodic Review
MCH	Mother and Child Health	WHO	World Health Organization
MDG	Millennium Development Goal		

1. EXECUTIVE SUMMARY

This UNDAF 2012-2015 is a partnership agreement between the UN System and GoPNG. It outlines an ambitious programme of development assistance and cooperation that is based on national strategic and planning processes; most notably, GoPNG's MTDP 2011-2015 in October 2010. The result is a comprehensive development assistance framework that will form the basis of the work of the UN System in PNG over the coming four-year period: 2012-2015. The UN entities party to the present UNDAF 2012-2015 are: ILO, FAO, OCHA, OHCHR, UNAIDS, UNCDF, UNDP, UNEP, UNESCO, UNFPA, UNHCR, UNICEF, UNV, UN Women and WHO.

The entry point for the UNDAF 2012-2015 process was an objective evaluation of the UN System's comparative advantage in supporting the development goals of the MTDP 2011-2015. Under the overarching theme of "Supporting PNG to accelerate MDG Achievement", the UNCT has agreed to focus support in four key outcome areas:

- 1 Governance for Equitable Development
- 2 Social Justice, Protection and Gender Equality
- 3 Access to Basic Services
- 4 Environment, Climate Change and Disaster Risk Management

These development outcome clusters have been identified by GoPNG as essential components in its strategy for accelerating MDG achievement. Through the MDG prism, the UN will develop a deeper understanding of the root causes of poverty and conflict. The UN will examine strategies to address potential instability and manage conflict more effectively, and will assess the role of key stakeholders in contributing to achieve the MDGs.

The key strategies which underpin the UNDAF 2012-2015 are; capacity development, the promotion of human rights and the application of a human rights-based approach to programming, the promotion of low carbon growth and climate resilient development, the empowerment and strengthening of civil society, the promotion of evidence-based monitoring systems, the mainstreaming of gender equality and opportunities for women, and fighting HIV and AIDS and other communicable diseases.

While the signing of this partnership agreement is the culmination of many months of work, it merely represents the start of the programming process. The fine-tuning of the programme, management arrangements, and implementation mechanisms for each of the four outcome clusters will be presented in a single UNDAF AP, including the Results Matrix. Given the specificity of the UNDAF AP, it will be used by the UN to establish and consolidate partnerships with development partners and to mobilise the necessary financial resources to deliver a sustainable programme. At the end of each year, GoPNG and the UN will agree on an Annual Work Plan (AWP) for each of the inter-agency outcomes, which fold out of the four outcome clusters. The AWP's will contain considerable detail and will form the basis for the work of all UN programme staff. All agencies will contribute to the monitoring and evaluation of agreed outcomes in the UNDAF 2012-2015, with quality assurance provided by the head of agency responsible for the task team. In turn, the Resident Coordinator's Office will ensure that a monitoring and evaluation framework is in place to report annually to GoPNG and stakeholders.

The UN System has estimated its programmatic interventions for the life of the UNDAF 2012-2015 at a total value of approximately US\$190 million. Of this figure, approximately US\$68 million (36 per cent) will be required through supplementary joint resource mobilisation efforts.

¹ Please refer to page vi for a full list of acronyms.

2. NATIONAL DEVELOPMENT CONTEXT

2.1 Country context and situation analysis

PNG is a lower to middle-income country with an area of 461,690 km and a population of about 7 million, of which youth comprises about 1.5 million. It is one of the world's most ethnically diverse countries, with over 850 indigenous languages. The PNG population has a youthful structure with 76 percent under 35 years old. Eighty five per cent of the population lives in rural areas and 40 per cent are under the age of 15. With an annual population growth rate of 2.3 per cent, the population is projected to reach 9 million by 2020. While food security is not a serious problem, poverty and social inequality are persistent, with an estimated 40 per cent of the population living on less than US\$1/day with a Gini coefficient of 0.509 (1996). Seventy five per cent of households depend on subsistence agriculture.

PNG achieved independence in 1975. National general elections are held every five years, with the next elections due in July 2012. PNG is a vibrant democracy with a free press and independent judiciary, and strong links between ethnicity and party affiliation. This favours regional political interests over the formulation of national policy. There is a very low level of representation of women at all levels of government (less than 1 per cent in the National Parliament).

The PNG Constitution guarantees human rights and PNG has ratified five core human rights treaties (ICCPR, ICESCR, CEDAW, CRC and CERD). The challenge lies in implementing and protecting those rights in law, policy, and practice. Impunity and lack of accountability for violations of human rights; failure of the State to respect, protect or fulfill its human rights obligations; and lack of access to justice for victims are some key concerns. In the past two years, the UN Special Rapporteur (2011) and the CEDAW committee (2010) made recommendations on torture to GoPNG to address some of these concerns. PNG was reviewed by the Universal Periodic Review (UPR) in 2011, which will provide guidance on ways to improve implementation of human rights obligations.

A 2001 peace agreement put an end to a bloody civil war that left thousands dead on Bougainville Island in the 1990s. This fostered the creation of the country's first Autonomous Region (2001) and the first election of the Autonomous Government (2005). Peacebuilding, recovery, and development in the fragmented post-conflict environment are a major challenge.

The economic performance of PNG has steadily improved over the past decade due to a significant resources boom, mainly in the extractive minerals and energy sector. Gross domestic product (GDP) increased from 5.5 per cent to 7 per cent in 2009-2010. The construction of a major liquefied natural gas pipeline (PNG-LNG) from the Southern Highlands will be the single largest investment in the country's history (190 per cent of GDP). LNG exports, which will start in 2014, could double GDP and triple the country's export revenue by 2020. With a potential 25 per cent boost in GDP, public finances will be under pressure to ensure that windfall revenues translate into sustained equitable gains for all Papua New Guineans.

PNG received net overseas development assistance of US\$46.28 per capita in 2008. Australia is the largest bilateral aid donor (AU\$450 million in 2010). Other, smaller contributors are New Zealand, China, Japan and the European Union. The Association of Southeast Asian Nations states hold significant investment holdings in the primary sector. Despite increasing national wealth, human development outcomes continue to lag behind: PNG ranks 153 out of 187 countries on the Human Development Index (HDI) ; life expectancy is 62 years; 25 per cent of children never go to school and gross national income per capita is \$2,271 . The mountainous terrain, scattered small islands and expensive air travel (the only link between the capital and provinces) are all major infrastructure challenges for the population, and all adversely affect development effectiveness. Only 7 per cent of the population have access to the electric grid and reticulated water, and two-fifths of health/sub-health centers and rural health posts have no electricity or essential medical equipment.

² Please refer to page vi for a full list of acronyms.

³ The UN Special Rapporteur on torture report to the UN Human Rights Council 2011 A/HRC/16/52/Add.5.

⁴ Human Development Report, 2011, UNDP

⁵ Human Development Report, 2011, UNDP

The 2004 and 2009 National Millennium Development Goals Progress Reports conclude that the country is not on track to meet any of its MDG targets. Since 1971, censuses, surveys, and service statistics in PNG have tracked the significant disparities that exist within the country, including a gap of 15-plus years in average life expectancy between regions. Consequently, due to the scarcity of reliable data, national average indicators for health, morbidity, mortality, education, literacy, and many other areas are often not meaningful enough for evidence-based practices.

Gender equality is a significant challenge and systemic violations of women's rights exist throughout PNG. PNG ranks in the bottom ten countries of the Gender Inequality Index. Women and girls have substantially less access to health care and education services than men and boys. Violence against women and gender-based violence is unacceptably high, with two-thirds of women estimated to have experienced it. Women are vastly under-represented at all levels of government, limiting their power to influence public policy. On the positive side, the Lukautim Pikinini Act (2009) provides a legal framework for child protection, but still requires concerted efforts to ensure full implementation.

The Vision 2050 report states that "the lack of good governance, accountability and transparency has contributed to the deterioration in the delivery of public goods and services at the micro-level." GoPNG is addressing service delivery through public sector reforms and capacity-building of the civil service. The National Education Plan (2005-2014) envisages the incremental introduction of free primary education to increase enrollments in basic education from 957,000 (2005) to 1.3 million by 2014. Similarly, the National Health Plan (2010-2020) aims to tackle the very high infant and maternal mortality rate.

Preliminary results of interventions show a gradual increase in access to basic education, with the net enrollment rate rising from 52.9 per cent (51.4 per cent for females) in 2007 to 63.6 per cent (61.2 per cent for females) in 2009. That said, retention in the basic education cycle remains a problem and the gender parity index for net enrollment rates declined from the previous year's 1.02 per cent to 0.94 per cent, indicating persistent challenges in equality.

The health system has struggled for decades to provide universal access to quality services. Health indicators have declined in recent years due to the closure of many peripheral health facilities. By 2006, infant mortality had reached 57 per 1000 live births (64 in the year 2000) and maternal mortality was 733 per 100,000 live births (370 in 1996). The low antenatal care coverage (60 per cent for one visit); the low percentage (only 39 per cent) of births delivered by trained personnel; a contraceptive prevalence rate of only 24.1 per cent in women aged 15-49 and 29.8 per cent in married women; and a rate of 13 per cent for teenage pregnancies, combined with the challenges of distance, isolation, lack of transport and an extreme shortage of skilled birth attendants, highlight the hazards of childbirth in PNG.

Due to the intense efforts of many actors, including faith-based and civil society organisations, the rapid upward trend in HIV prevalence, that peaked in 2005, has slowed down to a national rate of 0.9 per cent (2009), although this masks provincial pockets with a very high prevalence and a gender dimension. However, risk factors still exist; sexually transmitted infections (STI) are among the highest in the Pacific with total STI cases increasing from 21,213 in 2000 to over 71,000 in 2009 (a 235 per cent rise). The high gender-based crimes and extant legislation that criminalises sex work and homosexuality are drivers of the epidemic. PNG is a source, destination, and transit country for men, women and children subjected to human trafficking (domestic and international), specially forced prostitution and forced labour.

PNG is rich in natural resources (forest, land, fisheries, and minerals) and natural ecosystems, and hosts a unique range of biodiversity. Climate change and environmental degradation due to: over-exploitation of natural resources, unsustainable land use, fishing practices, habitat destruction, pollution and poor environmental governance increases the vulnerability of PNG to natural hazards. Between 1997 and 2010, 4 million people were affected by natural disasters, with damages estimated at around US\$100 million.

Rural-urban drift, the proliferation of small arms, increasing urban crime, and tribal fighting (often over land management) have created law and order problems that pose a challenge to the central authority.

⁶ Gangster-Creidler, Margit. 'Gender-based Violence and the impact on Women's Health and Well-being in PNG', Contemporary PNG Studies, Vol. 13, Nov 2010

⁷ The difference between the data is caused by different methodologies used to calculate the maternal mortality ratio. The UN number has been obtained through modeling, while the DHS data is indirect sisterhood method.

2.2 National development priorities

During the course of 2010, GoPNG launched a series of ambitious planning strategies designed to accelerate and re-energise the achievement of national development goals in light of new economic opportunities: Vision 2050, with a 40-year lifespan (2010-2050), DSP with a cycle covering 2010-2030, and MTDP 2011-2015. Following the launch of these national development strategies, the Government of Papua New Guinea, requested that development partners align their country strategies with the national priorities outlined in these strategic frameworks.

The UNCT accepted the request and petitioned the United Nations Development Group Asia-Pacific team to shorten the programme cycle of the existing UN Country Programme 2008-2011 by one year. The UNCT could now begin preparations for a new UNDAF cycle to better match the timing of national planning processes and harmonise with the new GoPNG priorities.

The MTDP 2011-2015 concentrates on policy areas referred to as “key enablers” to lay the foundation for the success of all parts of the DSP 2010-2030. GoPNG aims to integrate its investment and lay the foundation for growth by addressing the supply-side constraints and expanding the productive capacity of the economy.

The key planning document for UN programming is the MTDP 2011-2015, which groups national development priorities into three broad categories: (i) Key Sectors; (ii) Economic Sectors and; (iii) Cross-cutting Sectors.

Key Sectors	Economic Sectors	Cross-cutting Sectors
Land development	Agriculture and livestock	Population
Law, order and justice	Fisheries	Youth
Health	Forestry	Gender
Primary and secondary education	Petroleum	HIV and AIDS
Higher education	Minerals	Vulnerability and disadvantaged groups
Human resource development and training	Non-agricultural informal sector	Environment
Research, science and technology	Small and medium enterprises	Climate change
Road transport	Manufacturing sector	Natural disaster management
Water transport	Tourism sector	Governance and public sector management
Air transport		National statistics systems
Utilities		Foreign policy
Information communication technology		Immigration
Energy development		Foreign Aid
Rural development		Defense and security
Urban development		Sport

Figure 1: MTDP 2011-2015 development sectors

The UNDAF 2012-2015 has taken these priorities as the starting point for an extensive evaluation of where UN mandates provide a clear comparative advantage in supporting GoPNG to achieve the results outlined in the MTDP 2011-2015.

⁸ US Department of State, 'Trafficking in Persons Report', 2010

3. UN CONTEXT

3.1 UN in PNG 2008-2011

The UN in PNG is represented by 15 agencies, funds, and programmes and has a total of 225 staff working on the ground . The UN headquarters are based in the nation’s capital, Port Moresby. The UN has a decentralised presence through field offices located on Bougainville (Buka, Arawa and Siwai) and the Eastern Highlands (Goroka).

The previous UN Country Programme (UNCP) 2008-2011 was valued at US\$118 million and focused on Governance, Foundations for Human Development, Sustainable Livelihoods and Population, Gender, and HIV and AIDS.

GOVERNANCE

- Conflict Prevention and Disaster Risk Reduction
- Parliament and Legislative Processes
- MDG’s in Planning
- Provincial Planning
- Human Rights

FOUNDATIONS FOR HUMAN DEVELOPMENT

- Health
- Education
- Child Protection

SUSTAINABLE LIVELIHOODS AND POPULATION

- Environmental Management and Sustainable Livelihoods
- Population

HIV AND AIDS

- Prevention
- Management
- Treatment

GENDER

- Gender Based Violence
- Women in Leadership



Figure 2: UNCP 2008-2011 thematic areas

⁹ Source: UN House proposal 2011

¹⁰ Source: UNCP 2008-2011

3.2 Delivering as One in PNG

The UN General Assembly's Tri-Annual Comprehensive Reviews in 2004 and 2007 called for wide-ranging reforms to enhance the efficiency, effectiveness and coherence of the UN System, both at headquarters and at the country level. Delivering as One (DaO) in PNG was first introduced in 2006. The UNCP 2008-2011 was the first programme in PNG under DaO. The five pillars of DaO are the following:

1 *One Programme (UNDAF 2012-2015):*

Designed by the UNCT, One Programme covers 95 per cent of all UN programme interventions in PNG. UN agencies have pooled their programme staff in thematic Task Teams. The work of the Task Teams is based on joint AWP, reflecting all interventions of the UN. Agencies derive their agency work plans directly from these joint AWP. The UNCT reports annually through a single UN Progress Report to GoPNG and stakeholders. The UNDAF 2012-2015 outlines the high-level strategic focus of the UN System in support of national development priorities ("what" the UN intends to achieve). The UNDAF AP provides an overview of the management arrangements and operational mechanisms supporting the UNDAF 2012-2015 strategy ("how" the UN intends to achieve it).

2 *UN Budgetary Framework (including UN Country Fund):*

The UN Budgetary Framework currently manages 53 per cent of all UN resources in PNG. Most bilateral resource transfers in-country (in particular from key donors such as AusAID and NZAID), private sector contributions, and Civil Service Organizations (CSO) and government funds, are managed through the single UN Country Fund. The UN Country Fund is managed by a committee representing the UN System and headed by a representative elected for a two-year period. Allocations of un-earmarked resources are guided by performance of the Task Teams and based on several criteria: relevance, alignment with national priorities, and past delivery performance. The UN Budgetary Framework includes a Joint Resource Mobilization Strategy that allows UNCT members to mobilise resources in support of joint AWP, as well as for agency needs (including personnel). This brings the UN Country Fund close to a single mechanism for development by directly financing the UNDAF 2012-2015 and national development priorities. Donors receive the joint AWP of the Task Teams and use the AWP as a reference for deciding on their resource allocations.

3 *UN Communication and Advocacy:*

The UNCT has developed a joint advocacy and communication strategy that is anchored in promoting common UN programme priorities in PNG: achieving MDGs, gender equality, and eradicating gender based violence and HIV and AIDS. The UN Communication's Group (UNCG) also supports individual agencies by promoting special outreach campaigns, set against the backdrop of the commemoration of international days designated by the UN General Assembly and of interest to GoPNG. UNCG is comprised of the communication officers of most agencies and is led by the Communications Specialist of the UN Resident Coordinator's Office (UNRCO). The UNCG AWP outlines the key activities to be observed in any given year, and also designs public affairs events around joint MDG campaigns and advocacy campaigns for gender based violence and HIV and AIDS.

4 *UN Operations:*

As of January 2011, the UNCT agreed to work towards the more comprehensive integration of system-wide operational and logistic activities through the establishment of the UN Operations Committee (UNOC) which is comprised of Operations Managers of individual Agencies. The UNOC is lead by one Agency on a rotational basis, with UNDP taking the lead in 2011. The mandate of the UNOC is to evolve Common Service provision, which is currently operational in the form of common premises, joint IT, registry, reception, etc., into the provision of Common Operations such as joint long term agreements, joint procurement, etc. In 2012, at the commencement of the UNDAF, the UNOC is to establish a Terms of Reference as well as yearly work plans which outline its plan to expand Common Operations over the period 2012-2015. The already established UN Service Centre is the vehicle for Common Operations and intended to reduce costs and improve on operational efficiencies across the UN System in PNG. UNOC's mandate includes the incremental expansion of Common Operations.

¹¹ For further details, please refer to the UN Budgetary Framework document to be obtained from the UN PNG website www.un.org.pg

¹² Refer to the UN Budgetary Framework document.

¹³ For further details, please refer to the UN Operational Reform strategy document, to be obtained from the UN PNG website www.un.org.pg

5 UN House:

The UN System is partially co-located on several floors of a commercial office building in Port Moresby. In order to further facilitate the specific programme management arrangements in PNG, under the DaO initiative, and to enhance the leverage and cost reductions of UN Operations, the UNCT is in the process of developing a new UN House. This will allow the co-location of all UN agencies in PNG in one single building, and facilitate further reform of business processes. GoPNG has presented the UN System with a land deed for the construction of a purpose-built UN Haus in the heart of the government administrative district of Waigani. However, issues related to transfer of the title from the Lands Department are still to be finalized.

An independent Mid-Term Review (MTR) of the Country Programme and DaO model was carried out in 2010. The MTR confirmed that the new structure had significantly reduced programme duplication and fragmentation between UN agencies; lowered transactional and operational costs; and enhanced the transparency and accountability of the UN System in PNG. However, the MTR did highlight the need to refocus the programme and rationalise the number of outcomes and Task Teams responsible for programme delivery at country level. The UNCT has taken this as the starting point for this UNDAF 2012-2015.

3.3 Management arrangements in support of the UNDAF 2012-2015

The Delivering as One strategy is supported by the following management arrangements at the country level:

A External structures for programme delivery

GoPNG/UN Programme Steering Committee: The UNDAF 2012-2015 is guided by a joint GoPNG/UN Programme Steering Committee, which is co-chaired by the UNRC and GoPNG.

The joint committee:

- oversees and directs programme delivery with maximum authority;
- has the power to alter, change, and make relevant UN programming and resource allocations from the UN Country Fund;
- meets to review the performance of the UNDAF 2012-2015 based on the UN Annual Progress Report and approve resource allocations to the joint AWP for the subsequent year;
- identifies key priorities, reviews lessons learned, and makes recommendations generated by the MTR and the Final Evaluation of the UNDAF 2012-2015;
- assists in coordinating and preparing the subsequent UNDAF.

Annual Work Plan Steering Committees (AWP Steering Committees): The AWP Steering Committee is comprised of senior representatives from the implementing partner, the Department of National Planning and Monitoring, UN agencies, donors, and beneficiaries.

Within the context of the UNDAF 2012-2015, the AWP Steering Committee:

- oversees the implementation and monitoring & evaluation of the respective AWP
- discusses progress towards achieving the inter-agency outcome;
- reviews and approves progress and annual progress reports;
- contributes to the design and implementation of the Mid-Term and Final Evaluations of the inter-agency outcome;
- provides guidance on alleviating any programme bottlenecks;
- endorses the four-year strategic plan and the AWP of the respective inter-agency outcome.

B Internal structures for programme delivery

United Nations Country Team (UNCT): The UNCT is comprised of the Resident Coordinator (RC) and the Heads of Agencies (HoAs).

Within the context of the UNDAF 2012-2015, the UNCT:

- discusses progress in the AWP at the political and strategic level;
- oversees the integration of, and promotes synergies between the inter-agency outcome AWP, while the Programme Coordinating Committee (PCC) provides technical input;
- oversees the quality of the four-year strategic plans, including their AWP;
- provides guidance on alleviating any programme bottlenecks to Task Teams, the PCC, and individual staff members where necessary.

¹⁴ WHO has for the moment chosen the stay in their current premises, co-located with the Ministry of Health, their main implementing partner in PNG

Programme Coordination Committee (PCC): The PCC is comprised of the Task Team leaders and Heads of the Programme Section of the UN agencies. The role of Chair rotates among the members.

Within the context of the UNDAF 2012-2015, the PCC:

- coordinates knowledge sharing among Task Team leaders and Heads of Programme;
- promotes synergies and identifies potential cross-fertilisation between inter-agency outcome areas, advising the UNCT accordingly;
- coordinates the development of progress and annual reports to GoPNG and donors;
- makes recommendations to the UNCT on programme management related issues;
- coordinates assurance activities related to Harmonized Approach to Cash Transfers (HACT) across inter-agency outcomes.

Task Teams: The UNCT will strongly rely on Task Teams for the delivery of development results as defined per inter-agency outcomes. Task Teams will be headed by Task Team leaders (nominated by the relevant Heads of Agency and endorsed by the UNCT).

The Task Teams will:

- provide input and analysis for the development of the UNDAF 2012-2015;
- develop and implement the joint AWP (including monitoring and evaluation plan) on an annual basis;
- develop and maintain a high quality, updated, four-year strategic plan for each inter-agency outcome;
- deliver progress reports by agreed deadlines to the Head of the Lead Agency who will report to the UNCT;
- coordinate HACT assurance activities with the nominated implementing partner identified for the inter-agency outcome.

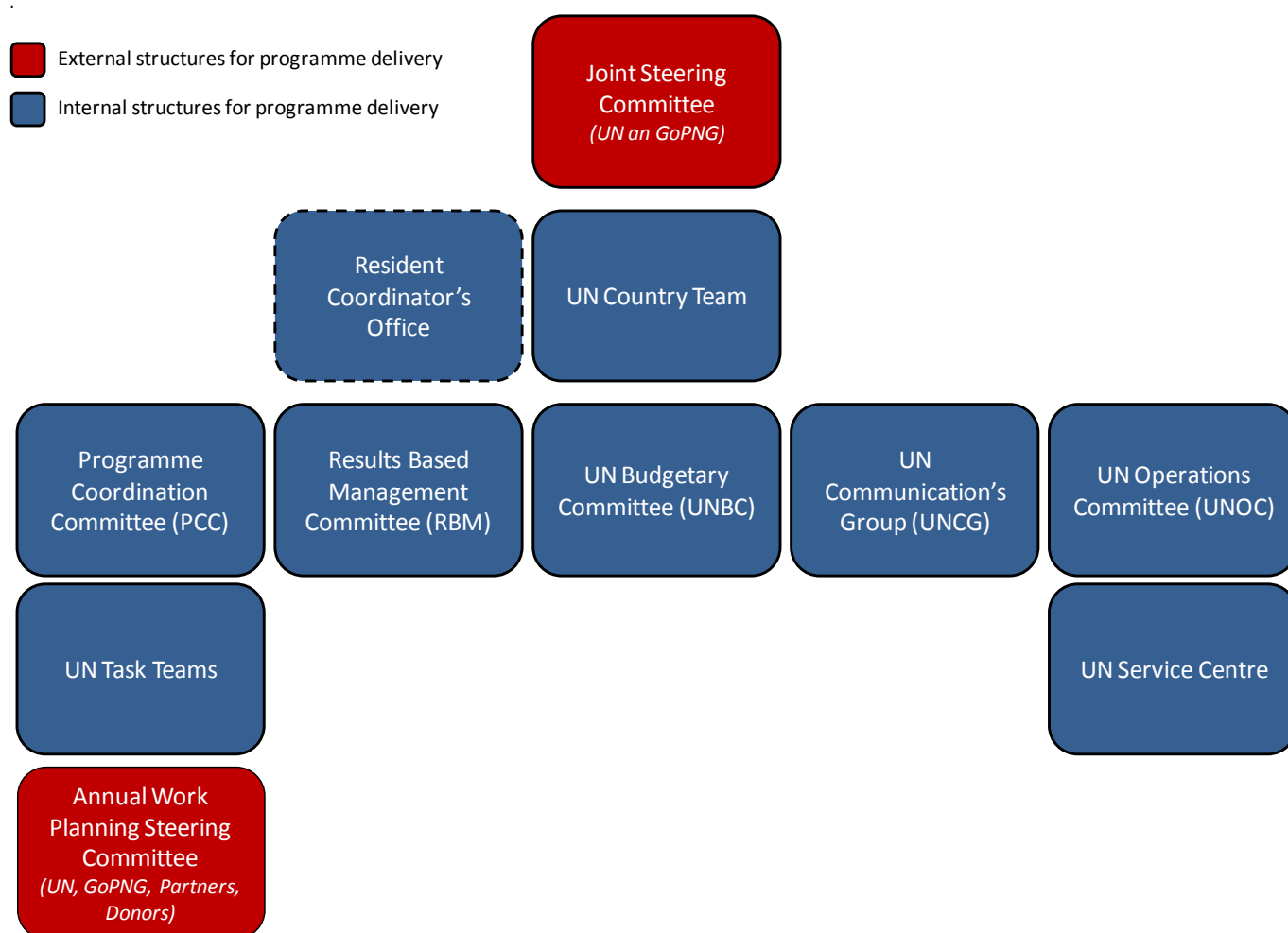


Figure 3: UN PNG management arrangements

3.4 Non-resident agencies

Non-resident agencies (NRAs) are represented by the RC on a day-to-day basis. If an NRA has project staff on the ground in PNG, the most senior programme officer is invited as an observer in UNCT meetings.

The DaO model has proven to be beneficial to further integrating and engaging with NRAs. Most of the NRAs have signed the UNDAF 2012-2015 and the UN Budgetary Framework (including the UN Country Fund). Each of the NRAs is allocated to Task Teams where their work and mandates are reflected under the joint AWP. All of the NRAs are actively participating in the Task Team meetings, joint planning activities and reporting. Task Teams ensure each of the NRA members are included through teleconference into each Task Team meeting.

As NRA strategies and activities are part of the joint AWPs of the Task Teams, they are included in the joint resource mobilisation efforts of the UNCT and Task Teams.

3.5 Past cooperation and lessons learned

The UNCP 2008-2011 focused on:

- (i) transparent and accountable government;
- (ii) prevention and management of crisis;
- (iii) access to basic health, education and protection;
- (iv) improved sustainable livelihood practices;
- (v) data collection for development and population integration;
- (vi) gender equality;
- (vii) HIV and AIDS reduction.

The UNCP MTR (2010) concluded that, overall, good progress had been made to reach expected development results.

UN support in PNG has combined technical assistance, upstream policy advice, advocacy, downstream interventions, and the role of convener and broker. This has contributed to the development and operation of key policy documents, plans, reports, mechanisms and systems at national and provincial levels; and the preparation of the 2004 and 2010 MDG progress reports, which are now used for advocacy and awareness-raising on human development and MDGs.

The MDG Acceleration Framework and localisation of the MDGs helped strengthen:

- national capacities in gender-sensitive needs assessment;
- costing in education and health;
- the development of the National Health Plan 2011-2020;
- the establishment of a monitoring and evaluation unit at the National AIDS Council Secretariat (NACS);
- reviews of policies to improve service delivery for child survival and maternal health.

UN technical assistance to GoPNG looks at ways to harmonise the national legal and policy frameworks with the provisions contained in the international human rights treaties ratified by PNG. This assistance contributed to, inter alia, an amended child protection legislation (the Lukautim Pikinini Act passed in 2009) and the Papua New Guinea National Policy on Disability 2009, which addresses the rights of people with disabilities.

UN legal and technical support in the drafting of enabling legislation and national consultations assisted the National Technical Committee's progress towards the establishment of a National Human Rights Commission, with a draft Organic Law and Constitutional Amendment to be submitted to Parliament in 2011.

Human rights training, promotion, and advocacy by the UN increased awareness among key government departments and institutions (RPNGC, CS, DJAG, DCD, DFAT, OC, CLRC), civil society, and the general public on human rights standards and principles and treaty obligations. In particular, with regards to the rights of the most vulnerable and marginalised groups, such as those living in poverty, detainees, children, women, refugees, IDP's, persons with disabilities, and people living with HIV.

¹⁵ Please refer to page vi for a full list of acronyms.

¹⁶ The first, second and third combined report was submitted and reviewed by CEDAW in 2010, the UN Special Rapporteur on torture was invited to assess the situation in 2010 and Government prepared for the Universal Periodic Review by the UN Human Rights Council in 2011.

UN support led to increased GoPNG engagement with UN Human Rights mechanisms and recommendations that could inform policy in key areas such as torture prevention, conditions of detention, and eliminating discrimination and violence against women. The UN also enhanced the capacity of the Office of Legal Commission in legislative drafting. UN assistance contributed to a 49 per cent reduction in children held in detention since 2008.

Sustained UN advocacy for universal basic education (UBE) and increased school attendance of the girl child in PNG contributed to maintaining focus on achieving universal primary education and fostering gender equality. The UBE Plan was formulated, and the sector-wide Education Sector Improvement Plan was implemented. The National Population Policy was developed and implemented. Disaggregated data for better integration of population-related issues in national and provincial planning and budgeting became available.

At provincial and district levels, financial management and reporting compliance by treasuries improved. The capacity of HIV-related civil society organisations strengthened in resource mobilisation and financial management, resulting in increased transparency, accountability, and service delivery at those levels. With the establishment of the HIV Monitoring, Evaluation and Surveillance Team in 20 provinces, data collection, analysis and utilisation improved.

National and local governments' understanding of environmental management and mainstreaming was improved, which then informed the GoPNG Issue Papers for the 2009 Copenhagen Summit. PNG's Environmental Sustainable Economic Growth (ESEG) policy was formulated, as well as its Agriculture Development Plan.

The Equality and Participation Bill, designed to create reserved seats for women in the National Parliament, was drafted with UN technical support and helped breakdown hurdles for female participation in the national legislature. Public debates and advocacy reached around one million people. Broad-based awareness campaigns for greater participation and representation of women in politics were launched to women and men and at national and community levels. Advisory support was also provided for the preparation of the first national CEDAW report and a 'shadow report' by civil society organisations. Violence against women was addressed on several fronts: police training, mass education campaigns, working with men and boys on masculinities, and providing services for the victims of violence.

Technical support was provided in drafting the Industrial Relations Bill. Upon enactment, the bill will: establish the Industrial Relations Commission with improved access to effective industrial disputes resolution; establish the Minimum Wage Commission to provide increased opportunities for decent work through a process of social dialogue; and establish an independent individual complaints mechanism for workers, including for complaints related to unlawful workplace discrimination. Legislative review of the Industrial Relations Bill for compliance with international labour standards and technical assistance to facilitate comprehensive reporting on ratified ILO Conventions has built the capacity of the Department of Labour and Industrial Relations, trade unions, and employers' organisations to practically apply labour standards to promote decent work.

In Bougainville, a home-grown three-year weapons disposal strategy was tabled at the Joint Supervisory Body overseeing the 2001 Peace Agreement; a pre-requisite for a referendum on Bougainville's future political status. Support for reconciliation efforts



¹⁷ Please refer to page vi for a full list of acronyms.

through the medium of sport and the 'Bougainville Games' culminated in political dialogue between ex-combatants and the Autonomous Bougainville Government – a significant contribution to peacebuilding on the islands.

UN advocacy was particularly effective in the area of Disaster Risk Management; strategies were integrated in the DSP 2010-2030 and the MTDP 2011-2015, with a national budget allocation of US\$33 million over five years.

As convener, the UN facilitated dialogue and cooperation between numerous stakeholders. Exchange of knowledge and best practices through South-South cooperation took place between institutions from PNG and Nepal, Uganda, Solomon Islands, Vietnam, and Zambia on protection systems for women and girls against violence, successful modes of community engagement to address HIV and AIDS, and increasing female participation in public affairs.

The MTR of the UNCP 2008-2011 and the Assessment of Development Results (ADR) reports identified lessons which informed the planning of the cycle 2012-2015. These lessons included:

- a** Open and regular communication through formal and semi-formal mechanisms, such as steering committees and Task Teams, ensured a stronger role for partners in programme planning, implementation, monitoring and management.
- b** The One Programme enhanced UN cohesion by covering 95 per cent of all UN interventions and pooled all programme staff in thematic Task Teams; simplifying engagement with counterparts, ensuring better alignment with national priorities and reducing operational costs. The new UNDAF 2012-2015 builds on these strengths.
- c** UN support to national development results in cross-cutting areas occurred through upstream advisory services and the use of pooled expertise and experiences. To replicate success, the new UNDAF 2012 2015 addresses the cross-cutting sectors of the MTDP 2011-2015 and mainstreams gender in all programmes.
- d** Finding an effective balance between upstream policy and downstream implementation remains a challenge, reflecting the need to further connect community interventions with policy support. The need to rationalise and prioritise UN assistance is balanced with the need to respond to emerging challenges and opportunities in social justice and natural resource management; fewer outcome areas; and an increasing focus on upstream policy, technical advice, and advocacy.



4. UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK 2012-2015

4.1 Programme principles

The UNDAF 2012-2015 is based on the following principles:

- a** The UN will adopt a multi-pronged strategy to enhance its programmatic impact on the ground. The range of donors and international NGOs active in PNG is broad and they are involved in many, often overlapping, areas. Mindful of this reality, as well as of staff capacity, the UN System will reduce the number of low-value projects and focus resources and support in fewer areas to deliver results based on a realistic programme.

- b** Given the inter-relatedness of the development process, programmes reinforce each other and draw on linkages to contribute to achieving the MDGs. The UN will achieve this cross-practice learning by leveraging the specialist knowledge and mandates of each of the UN agencies in PNG under a single unified strategic framework.

- c** The UN will use local MDG pilot initiatives to showcase development models and capture knowledge, both from the projects and global/regional networks, to inform evidence-based policies and allow for replications of successful models across PNG, thereby linking downstream activities with policy impact.

- d** The UN will continue to use its neutrality and principles to host and broker space for dialogue between GoPNG, civil society, marginalised groups, and other partners. The Development Partners Round Table, co-chaired by the RC on a monthly basis, provides a key platform for policy debate among development stakeholders and gives voice to parties interested in engaging in critical development issues.

- e** Human rights standards and principles, gender responsiveness, capacity development, and brokering knowledge through regional initiatives and South-South cooperation will be key drivers underpinning the implementation of the new UNDAF 2012-2015 programme.

- f** The UN will ensure its 'fitness for purpose' through adequate operational, human resource and technical capacities, working structures, internal and external partnerships, and improved information and knowledge management.

- g** Partnerships are critical to achieving the goals outlined in the UNDAF 2012-2015. The UN recognises the unique nature of the mandates and contributions of government, civil society, development partners, and UN agencies towards achieving the MDGs in PNG. In the spirit of continued cooperation and partnerships, this UNDAF 2012-2015 continues to adhere to the DaO principles that have been piloted in PNG since 2008, aimed to leverage the diversity of the UN agencies in a coherent and effective manner. In the spirit of this cooperation, the different UN agencies will continue to use a single UN CountryFund in support of the UNDAF 2012-2015, in addition to existing agency-specific financial management mechanisms. The UN will engage in joint resource mobilisation to mobilise additional resources for the UNDAF 2012-2015, which will supplement agency-based resource mobilisation efforts.

4.2 Strategic focus 2012-2015

In 2009-2010, GoPNG launched three significant policy and planning frameworks: 'Vision 2050' (2009) aimed at raising the HDI ranking of PNG within the first 50 countries; the DSP 2010-2030 aimed at securing a middle-income country status for PNG through faster economic and social growth; and the MTDP 2011-2015, the first of four five-year plans to implement the DSP and achieve the MDGs. The new vision, centered on better human development and the MDGs, offered an opportunity for the UN System to align its support to the MTDP 2011-2015 to fast-track MDG achievement and better living standards for the people of PNG.

Given the slow progress on the MDGs and in response to the key national frameworks, in particular nine out of ten cross-cutting issues identified in the MTDP 2011-2015, the overarching goal of the new UNDAF 2012-2015 is "Supporting PNG to accelerate MDG achievement". The programme will be focused around four clusters:



Figure 4: UNDAF 2012-2015 clusters

Each of the four clusters has a development result (cluster outcome), which identifies the intended behavioural or institutional change (impact) at the end of the UNDAF 2012-2015 period. This is the highest level development result for the UN System in PNG, and often constitutes a combined UN programme impact and stakeholder's development impact. The four cluster outcomes are broken down into ten inter-agency outcomes, which form the foundation necessary to achieve the cluster outcome and realise the development impact.

UNDAF CLUSTER 1: GOVERNANCE FOR EQUITABLE DEVELOPMENT

SUMMARY

Support to Parliament and Local Governance: The UN will work with Parliament and Parliamentary Committees and will support relevant government bodies and elected representatives to implement good governance practices. These practices will be grounded in accountability, equity and inclusive participation, in line with the 'Vision 2050' 'Institutional Development and Service Delivery' pillar and the MTDP's cross-cutting sector of 'Governance and Public Sector Management'. GoPNG's capacity to lead public dialogue to ensure public policy, legislation, and administration is transparent, and reflects the public's concerns, will be strengthened. Labour market governance will be enhanced through technical assistance that will establish new and effective industrial relations institutions and capacity building that will promote improved practices in social dialogue, labour inspection, and employment policy development. Public financial management capacities, including at local levels, will be strengthened for effective service delivery and anti-corruption initiatives outlined in key GoPNG documents.

MDGs, Population, Aid Coordination: The UN will strengthen GoPNG capacities in evidence-based, equity-oriented and participatory practices in policy-making, programme planning, budgeting, and monitoring and evaluation of national and sectoral plans, to achieve the MDGs. The UN will prioritise the use of the MDG Acceleration Framework and catalytic pilot initiatives to fast-track gains at a local level.

The UN will continue to strengthen national and provincial capacities to coordinate, collect, analyse, and utilise social, population, labour, and development-related data for equitable development, including vital registration. Population issues will be better integrated within public policies. Plans and disaggregated data on critical population-related issues will be available for evidence-based advocacy, monitoring progress on MDGs, and ICPD goals. Despite strong national ownership and leadership of aid effectiveness, GoPNG lacks capacity to coordinate and align the use of aid resources to achieve, monitor, and evaluate national priorities. UN support will enhance GoPNG's capacity to use aid for better development results.

Bougainville: The UN will support the administration to implement a home-grown weapons disposal strategy and a development-oriented, post-conflict recovery agenda addressing gender, local governance and planning, access to basic services, HIV, and human rights. Bougainville will adopt an area-based development approach, while remaining fully aligned with the national UNDAF 2012-2015.

UNDAF Cluster 1 Outcome

"By 2015, the national government will realise significant improvements in good governance, the leadership of development planning processes, budgeting and financial management of service delivery – making optimum use of available resources to attain the localised MDG targets. PNG becomes a safer, more secure and stable nation upon which its citizens can make real strides towards sustainable development."

Inter-agency Outcome 1 | Governance

"By 2015, elected representatives and key Government bodies implement good governance practices grounded in accountability, transparency, inclusive participation, and equity."

The focus of the inter-agency outcome is supporting relevant government bodies and elected representatives to implement good governance practices grounded in accountability, inclusive participation, and equity. This is in line with GoPNG's 'Vision 2050: Institutional Development and Service Delivery' pillar and its PNG DSP goal related to the cross-cutting sector of governance and public sector management. Although the statement in itself encompasses a broad approach to addressing governance issues, the four outputs under the inter-agency outcome provide a more strategic approach to the work of the UN over the period 2012-2015. The outputs describe the level of capacity to be achieved by 2015 in four areas:

1. Elected bodies having greater interaction with the public to ensure public policy, legislation and administration is more reflective of the concerns of the public.
2. National and sub-national levels of government are able to fulfill their public financial management requirements to ensure there is not a bottleneck to effective service delivery.
3. Relevant government institutions are implementing anti-corruption initiatives outlined in the GoPNG's key documents on anti-corruption.
4. Stakeholders are able to manage financial inclusion initiatives which allow a greater number of Papua New Guineans to benefit from inclusion in the formal banking system.

These four outputs represent areas where the UN, through its various agencies, has a comparative advantage in providing support to GoPNG. The UN will be working with relevant government institutions to ensure results are achieved; these include the Prime Minister's Department, the Department of Finance, Parliamentary Committees, and the Bank of Papua New Guinea, among others. Inclusive participation is vital to good governance therefore the involvement of civil society will be vital to the achievement of results in the next four years.

Inter-agency Outcome 2 | MDGs, Population and Aid Coordination

"By 2015, relevant government bodies undertake evidence-based and participatory policy-making, planning, budgeting, monitoring and evaluation, and manage aid effectively to achieve MDGs with equity."

An area of concern is the status of MDG achievement. Two key issues are the lack of progress towards the MDGs and the lack of reliable and updated data. GoPNG has signalled its commitment to better progress towards the MDGs through the launch of the MDG-based MTDP 2011-2015 and a significant budget allocation in the next four years. However, the last census was more than 10 years ago and has already been postponed until 2011; the last Household Income and Expenditure Survey (HIES) was in 1994; and the last Demographic and Health Survey (DHS) was in 1996.

The inter-agency outcome reflects the work the UN will undertake to support GoPNG plans and budgets for equitable service delivery at national and provincial level, using the MDG Acceleration Framework and catalytic pilot initiatives at provincial level to fast-track gains. The UN will also support the strengthening of MDG-based data collection, analysis and use, and monitoring systems with the aim to support the development of a civil service that is accountable and responsive to the needs of the people, and transparent in the use of resources.

Inter-agency Outcome 3 | Peace-building and Rule of Law in Bougainville

“By 2015, the Autonomous Bougainville Government (ABG) leads post-conflict recovery and development planning and budgeting and provides a safe, secure, stable, and sustainable environment in which girls, boys, women and men enjoy their rights to equitable access and utilisation of basic services and their protection from violence, discrimination, exploitation, injustice and inequality.”

Based on the UN's activities and achievements in recent years, UN support for 2012-2015 will focus on strengthening the capacities of ABG divisions, regional institutions and civil society with the ultimate aim to support recovery, stability, and peace for long-term equitable human development. The UN has developed an integrated approach which addresses the areas of democratic governance, rule of law, promotion and protection of human rights, gender equality and women's empowerment, education, health – including HIV and AIDS - and disaster risk management. This multi-sectoral approach will tackle root causes of and factors contributing to socio-economic, political, and physical insecurity experienced by Bougainvilleans that limit their full participation in the peace, recovery, and development process. As such, and by making UN interventions conflict-sensitive across all thematic sectors addressed, the UN's support will contribute to the broader goal of peacebuilding in the run-up to the referendum on the Autonomous Region of Bougainville's (ARB) political status, due between June 2015 and June 2020.

The UN's engagement in the ARB is based on a decentralised holistic programme that caters to the specific needs of post-conflict Bougainville. As such, the UN Bougainville programme takes the form of a sub-national UNDAF that mirrors the national UNDAF 2012-2015 structure and its respective thematic pillars as well as (inter-agency) outcomes. It is at the output level that the UN work is tailored to ARB's priority needs.

UNDAF CLUSTER 2: SOCIAL JUSTICE, PROTECTION AND GENDER EQUALITY

SUMMARY

Human Rights: To prevent and address human rights violations in PNG, in accordance with the Constitution and international Human Rights law, the UN will continue its collaboration with key counterparts to strengthen human rights promotion and protection in the country. The UN will provide technical assistance and capacity-building for duty bearers to strengthen implementation of GoPNG obligations to respect, protect, and fulfil all human rights for all; to enhance understanding of rights-holders; and build capacity and space for human rights defenders to highlight concerns and make recommendations to address them.

UN support will seek to enhance law enforcement, justice, and accountability mechanisms to respect and protect human rights; to monitor, investigate, and redress human rights violations; and increase measures to improve access of marginalised and discriminated groups including asylum seekers and refugees to justice and basic services regardless of nationality or statelessness. Refugee issues are mainstreamed into the various programme components under the different clusters.

Implementation of human rights recommendations and increased compliance of law, policy, and practice with international human rights legal standards will be prioritised. Support will be provided to strengthen the national protection system, including establishment of a National Human Rights Commission. The UN will promote increased ratification of international human rights instruments and review of reservations; compliance with treaty reporting obligations; and engagement with UN human rights mechanisms as a method to ensure expert advice is provided to GoPNG on ways to further enhance protection of human rights.

Gender Equality and Women's Empowerment: In light of entrenched gender inequalities in PNG society, the UN will support women, men, girls, and boys to further access services, rights, resources, and decision-making processes without discrimination through equal participation and benefits from economic, political, and social development. Through programmes and processes, the UN will strengthen the capacity of GoPNG to fulfil and report on its gender-equality commitments. The UN will work with key institutions and communities to address the demands of gender equality through legal reforms that reinforce the implementation

¹⁸ Department of National Planning and Monitoring and National Statistics Office (NSO).

of laws, policies, and mechanisms to support women's leadership, participation and influence in the development of PNG. Working with men and boys will be one approach.

To address women's rights violations, the UN will support gender-sensitive national plans, budgets, and systems in selected sectors in law and justice, equal opportunity in the workplace, and social and health services to eliminate violence against women and promote peace and security in communities.

Child Protection: GoPNG is committed to producing more effective systems of protection and security for children. In the absence of adequate resources, delivering such protection is a challenge. In line with global best practice, the Child Protection Programme adopts a systems-building approach that ensures children at risk of violence, exploitation, and abuse can access prevention and intervention services for protection and justice to access their rights, supported by protective legislation and policy frameworks.

The UN will support the prevention of and response to violence, exploitation, and abuse through capacity-building with national and local entities to: enforce and monitor the implementation of the Lukautim Pikinini Act, as well as relevant provisions of labour and education laws; strengthen the evidence base for development of best practice standards and research-based programming; collect data on violence against children; improve policies for children without parental care; and develop psychosocial response programmes. Support for a child-centred social protection policy will be critical.

The capacity of the law and justice sector, including Village Courts, will be reinforced to improve access to justice for child survivors, victims of the worst forms of child labour, child witnesses, and juvenile offenders. The UN will provide technical support to relevant justice actors to progress juvenile justice reforms and enforcement of the juvenile justice protocols.

HIV and AIDS: In line with the National HIV and AIDS Strategy (NHS), the UN will assist GoPNG in strengthening national capacity to deliver on its strategic priorities of Zero HIV new infections; Zero HIV-related deaths, and Zero stigma and discrimination. The UN will support national partners in the HIV response to better deliver on the rights of people to access prevention, care, treatment, and support as foreseen in the NHS through advocacy and technical assistance for legal reforms to protect the rights of most-at-risk groups, including their economic rights, through the elimination of discrimination and stigma in the workplace.

Integrating health-related HIV services with mainstream services and improving quality assurance in HIV testing, care, and treatment programmes for PLHIV, will be a priority. The focus will be on the referral process, continuity of services, and supporting adherence with emphasis in rural areas. Capacity-building support, including for partnerships and leadership mechanisms, will ensure national partners are able to collect, manage, analyse, disseminate, and use strategic data to guide effective HIV responses and support timely, accurate national and global reporting.

UNDAF Cluster 2 Outcome

"By 2015, PNG progresses towards becoming a more inclusive and equitable society where all citizens enjoy political, economic, and social rights, free from discrimination and irrespective of gender, ethnicity, or geographical isolation."

Inter-agency Outcome 4 | Promotion and Protection of Human Rights

"By 2015, PNG Government takes action to respect, protect, and fulfill human rights for all people in accordance with its obligations."

There is one inter-agency outcome under the Human Rights Strategic Plan 2012-2015. The focus of the inter-agency outcome is on technical assistance to GoPNG to respect, protect, and fulfill all human rights for all people in accordance with its Human Rights obligations. This is in line with the Constitution, GoPNG's 'Vision 2050', and MTDP 2011-2015. Although the outcome itself encompasses the broad State Human Rights obligations, the four outputs under the inter-agency outcome provide a multi-pronged approach to the work of the UN over the period 2012-2015. They cover the following areas:

1. Increased ratification of international human rights instruments, including international labour standards and review of reservations, compliance with treaty reporting obligations and engagement with UN human rights mechanisms (Treaty bodies, Special procedures, UPR, ILO Committee of Experts and Application of Conventions and Recommendations), and action taken to implement recommendation.
2. Increased compliance of law, policy, and programmes with international human rights legal standards.

¹⁹ Please refer to page vi for a full list of acronyms.

3. Functioning Law enforcement and Justice and accountability mechanisms, including functioning labour inspection in accordance with international human rights standards to respect and protect human rights; monitoring, investigating, and redressing human rights violations; and taking increased measures to improve access to justice and basic services for marginalised and discriminated groups.
4. Established and functioning National Human Rights Commission and Industrial Relations Commission, where civil society and rights-holders aware of their rights, and use of UN human rights mechanisms and national human rights protection systems to further the protection of human rights, including labour rights.

These four output areas represent areas where the UN, through its various agencies, has a comparative advantage in providing support to government and civil society for the promotion and protection of human rights. The UN will be working with relevant government and civil society institutions to ensure results are achieved; these include the DJAG, DFAT, DCD, RPNGC, CS, OC, PNGTUC and EFPNG, among others. Inclusive participation of rights-holders and civil society will also be pursued to ensure UN programming follows a Human Rights Based Approach for increased enjoyment and realisation of all Human Rights for all in the next four years.

Inter-agency Outcome 5 | Gender Equality and Women's Empowerment

"By 2015, women, men, boys, and girls have increased opportunities to access services, resources, rights and decision-making processes through equal participation and benefits from the economic, social, and political development of PNG."

The UN will deliver as one through its GTT to support GoPNG to effectively fulfil commitments to gender equality and women's empowerment through strengthening the capacities of the people, key institutions, organisations, and communities.

The UN system will work in partnership with other multilateral and bilateral organisations to complement each other in assisting GoPNG and the stakeholder institutions. Specific focus will be to increase the capacity of the national women's machineries and other selected institutions promoting gender equality and women's empowerment. Where necessary, parallel efforts will reform and reinforce implementation of laws and policies, and ensure that systems are in place to support women to lead, participate, and influence the development of PNG at all levels. As part of a multi-response to the gender inequalities and violation of women's rights in PNG, other areas of work will include gender-sensitising plans, budgets, and systems in selected sectors, including law and justice; promoting equal opportunities in education, employment, social, and health services to eliminate violence against women; and promoting peace and security in communities.

N.B. The UN, both programmatically and process-oriented, considers the demands and challenges for gender equality and women's empowerment equally important to address. Accordingly, the UN will implement its commitments under the Strategic Plan on a two-pronged approach, through specific programmes and projects on the above-mentioned areas, as well as to contribute to the various processes on development in PNG.

Inter-agency Outcome 6 | Child Protection

"By 2015, children at risk of violence, exploitation, and abuse will have increased access to prevention and intervention services for protection and justice to allow them to access their rights and to be supported by protective legislation and policy frameworks."



Building the protective environment, where services for the prevention of and response to violence, exploitation, and abuse are available and utilised, will increase the protection of children and ensure that they have access to prevention and response services critical to their well being. In this, the capacity of the Office of the Director of Lukautim Pikinini to coordinate, regulate, and monitor implementation of the Lukautim Pikinini Act will continue to be developed. The launching of the National Lukautim Pikinini Council will pave the way for the provincial councils to begin operating; with both overseeing the quality of services available. Implementation of the Lukautim Pikinini Act requires ongoing technical training on the Act and further development of National Standards on a variety of issues, such as Harmful Customary Practices and Employment. Sub-national governments need to have developed provincial implementation plans that support a cross-sectoral systems building approach. Technical assistance will also be provided to facilitate law reform to eliminate child labour and promote the return of young people to education. This will be supported by capacity-building for labour inspectors to ensure their sensitivity to issues of child labour and in particular the elimination of its worst forms. Further strategies for achieving this outcome include establishing good quality data collection and reporting systems, to target programming on credible evidence, and disseminating the new LP Act at the community level to support changing attitudes towards violence against children. Supporting a more accessible process for Birth Registration remains a critical area for children's access to rights. As GoPNG plans to roll out a Social Protection programme in 2012, ensuring that the programme supports children universally will be a key feature of the broader social safety net for vulnerable children.

Increasing the capacity of communities to provide for the emotional and psychological needs of its population will strengthen the resilience of children and women survivors of violence. Strengthening the Family Support Centre programme in partnership with the National Department of Health, the Family and Sexual Violence Action Committee, and other partners will allow women and children to receive immediate support at hospitals, to address their safety, health, legal, and psychosocial needs, and give women the support they need to make informed choices for protecting themselves and their families from further violence. Strengthening the community child protection advocate network to deliver advocacy for community-based protection of children and to provide psychosocial support, crisis communication, and case management support will increase the ability of communities to support children within their communities. Coordination and capacity-building between the National Aids Council Secretariat, the PNG Council of Churches, and the Department for Community Development will ensure the delivery of protection, care, and support to the most vulnerable children and supporting the partnership between the civil society and the National Lukautim Pikinini Council to design and implement a long-term societal behavior change campaign will help to reduce social acceptance of violence.

Building on the recommendations of a number of studies and evaluations completed in 2010 and 2011, technical and capacity development support to the National Juvenile Justice Committee and to relevant justice actors (DJAG, Royal PNG Constabulary, Magisterial Services, Community-Based Corrections, Village Courts) will progress juvenile justice reforms within their agencies that should improve the delivery of justice for children and accelerate programming in this area.

Inter-agency Outcome 7 | HIV and AIDS

"By 2015, GoPNG and its partners have strengthened capacity in delivering on the goals and strategic priorities of the National HIV and AIDS Strategy."

The UN HIV and AIDS programme focuses on three key strategic intervention areas:

Revolutionise HIV prevention

A revolution in prevention politics, policies, and practices is critically needed. This can be achieved by fostering political incentives for commitment and catalysing transformative social movements regarding sexuality, drug use, and HIV education for all, led by people living with HIV and affected communities, women, and young people. It is critical to target epidemic hot spots, particularly in cities, and to ensure equitable access to high-quality, cost-effective HIV prevention programmes that include rapid adoption of scientific breakthroughs.

Catalyse the next phase of treatment, care, and support

Access to treatment for all who need it can come about through simpler, more affordable, and more effective drug regimens and delivery systems. Greater links between antiretroviral therapy services and primary health, maternal and child health, TB, and sexual and reproductive health services will further reduce costs and contribute to greater efficiencies. Nutritional support and social protection services must be strengthened for people living with and affected by HIV, including orphans and vulnerable children, through the use of social and cash transfers and the expansion of social insurance schemes.

Advance human rights and gender equality for the HIV response

Social and legal environments that fail to protect against stigma and discrimination or fail to facilitate access to HIV programmes continue to block universal access to human rights. Countries must make greater efforts to realise and protect HIV-related human

rights, including the rights of women and girls; prohibit HIV discrimination and stigma in the workplace; implement protective legal environments for people living with HIV and populations at risk of HIV infection; and ensure HIV coverage for the most under-served and vulnerable communities. People living with and at higher risk of HIV should know their HIV-related rights and be supported to mobilise around them. Much greater investment should be made to address the intersections between HIV vulnerability, gender inequality, and violence against women and girls.

UNDAF CLUSTER 3: ACCESS TO BASIC SERVICES

SUMMARY

Health: The health sector has not progressed as expected. In the UNDAF 2012-2015, UN support will seek to improve sexual reproductive and adolescent health, and child survival, through basic health services to deliver child survival packages, increase uptake of family planning, increase coverage of immunisations, reduce malnutrition and micronutrient deficiency, increase the number of supervised deliveries and coverage of antenatal care, and improve access to medical supplies and trained health personnel to ensure quality of Mother and Child Health (MCH) services offered.

Support will target communicable diseases prevention and management and control of tuberculosis, malaria, and other priority diseases such as dengue and filariasis. The UN will also support improved access to primary health care through strengthening health systems.

Recent cholera outbreaks have highlighted the need to scale-up environmental health. The UN has a comprehensive plan to strengthen the capacity of the health sector to efficiently respond to this issue.

Education: Despite significant progress, equality remains a major challenge. Besides gender, disparities remain among provinces and between districts and language groups. The UN will bolster the capacity of GoPNG and its partners to efficiently implement the UBE plan; with specific attention to inclusion, reintegration into education of former child labourers, and disaster preparedness in education.

The UN will provide assistance to the relevant departments and Provincial Divisions of Education and community development to formulate and implement policies and programmes for holistic Early Childhood Care and Development; and to improve the quality of inclusive education services, child-friendly schools, and alternative pathways to learning, including through technical and vocational education programmes. In this regard, the capacity of line departments to implement and monitor policies and programmes on Literacy and Non-Formal Education will be strengthened.

UNDAF Cluster 3 Outcome

“By 2015, an increased number of citizens have access to quality health and education services leading to longer, healthier, and more productive lives.”

Inter-agency Outcome 8 | Health

“Support given to Government and NGOs to strengthen Primary Health Care for All and Improved Service Delivery for the rural Majority and Urban Disadvantaged.”

Inter-agency Outcome 8.1 | Maternal and Child Health

“By 2015, the capacity of the government and relevant stakeholders strengthened in order to improve quality, access, and utilisation of maternal, newborn, child, and adolescent health services, including sexual and reproductive health in line with KRA 4 and 5 of the National Health Plan 2011-2020.”

This inter-agency outcome responds to the need to accelerate progress towards achieving the UN Millennium Development Goals 4 (reduce child mortality), 5 (improve maternal health), and 1 (improve nutrition). The scope and areas of support of WHO, UNICEF, and UNFPA as part of the Delivering as One approach followed, GoPNG priorities presented in the National Health Plan 2011-2020 (Key results 4 and 5) and focused on the technical support leading to 5 outputs:

- to scale up and to ensure quality of Expanded Programme of Immunisation, Integrated Management of Childhood Illness Strategy and programs and initiatives to reduce neonatal mortality (output 1.2).
- to improve nutrition through promoting and protecting breastfeeding, scaling up Infant and Young Child Feeding, and micronutrients supplementation of women in reproductive age (output 1.2).
- to increase access and utilisation of Family Planning (output 1.3).

- to increase coverage of antenatal care and supervised deliveries and to improve access to Essential and Comprehensive Emergency Obstetric Care (output 1.4).
- to improve sexual and reproductive health for adolescents and ensure their healthy growth and development (output 1.5).

The above mentioned approaches are in line with the Regional WHO/UNICEF Child Survival Strategy and the UNFPA Strategic Plan 2008-2011 focusing on an increase in access and coverage of essential child survival interventions, National Child Health Plan 2009-2015, recommendations of Ministerial Task Force to Reduce Maternal Mortality, Governmental Comprehensive Strategic Action Plan to Reduce Maternal and Newborn Mortalities 2011-2015, and the PNG Expanded Programme of Immunisation Multi Year Plan 2011-2015.

UN support will not only be limited to the above mentioned programs and approaches but should also focus on building Government capacity at national, provincial, and district levels in monitoring and evaluation of the coverage of MCH interventions and in improving management of MCH programs according to international standards and technical expertise offered by WHO, UNICEF, and UNFPA.

Inter-agency Outcome 8.2 | Communicable Diseases

“By 2015, support for the establishment of a successful disease control and public health programme able to ensure achievement of sustainable health outcomes in line with KRA 6 and 8 of the National Health Plan 2011-2020.”

The UN will continue its long-standing work in communicable diseases to support approaches that reduce the burden of diseases, particularly for TB, malaria, dengue, and lymphatic filariasis. National capacity for prevention and management of these key communicable diseases will be supported, particularly on the development of surveillance systems.

The recent cholera outbreaks that occurred in Papua New Guinea have highlighted the need to scale-up our efforts on environmental health. A comprehensive plan to strengthen the capacity of the health sector to efficiently respond to those events has been integrated to this area.

Inter-agency Outcome 8.3 | Health Systems Strengthening

“By 2015, strengthening of the health system to support service delivery, enhanced evidence-based practices, coordination among stakeholders, and improved health outcomes in line with KRA 1, 2, 3 and 7 of the National Health Plan 2011-2020.”

Support in relation to this outcome area will focus on technical assistance to strengthen health systems and implement the Provincial Health Authorities Act. Three provinces are currently piloting this concept, with the potential to improve management of health services across the country. Efforts to implement the primary health care policy and help deliver universal access to quality health services will also be made.

Procuring and distributing medical supplies remains a major challenge, and continued support will be provided to achieve a more robust procurement and supply chain system.

The ongoing epidemiological transition and rapid increase in the burden from non-communicable diseases also need to be addressed, with particular attention on supporting setting-based approaches such as health-promoting schools, healthy workplaces, healthy villages, and other components of the healthy island approach.

Inter-agency Outcome 9 | Education

“By 2015, sufficient capacity exists within the DOE and DCD, together with cognate departments and provincial divisions of education and community development, to formulate and implement policies and programs to achieve inclusive universal basic education, holistic ECCD, and alternative pathways to learning.”

The strategic focus of the education programme in the plan period is to address inherent capacity gaps that might impede the realisation of the goals of the UBE Plan 2010-2019. The inter-agency outcome is embedded on a strong equity frame. The objective is to address the aspects or components of education that might facilitate a reduction of the current disparities between regions, gender, disability, income groups, and various forms of learning-challenges.

The plan period will focus on determining the likelihood of participation and success in basic education through alternative pathways to learning, including non-formal education and early childhood care and development. The plan will build on the success of some of the initiatives so far, namely, child friendly schools and accelerating gender equity in education interventions. Sustainability of these interventions is premised on sound capacity-building for the responsible departments, namely the DOE and DCD and DLIR, the respective provincial divisions, and specialised agencies such as NLAS.

UNDAF CLUSTER 4: ENVIRONMENT, CLIMATE CHANGE AND DISASTER RISK MANAGEMENT

SUMMARY

The rich biodiversity of PNG and its vast wealth in natural resources necessitates sustainable resource management, as the people depend on the resources for their livelihoods. The UN will provide strategic upstream advice to GoPNG and share best practices in sustainable natural resource management, to encourage and ensure long-term environmental sustainability. Technical support will be provided to review policies, plans, Codes of Practices, and Acts related to protected areas for biodiversity conservation (marine, coastal and terrestrial), waste management, and sustainable land use to ensure compliance by resource developers for commercial and subsistence purposes. Capacity-building for environmental mainstreaming will continue, including support in drafting policies and monitoring and evaluation of environmental projects with an emphasis on sustainable financing of protected areas, such as payment for ecosystem services models.

Climate Change is a priority for GoPNG. The UN will strengthen institutional and individual capacity to set up national climate change mitigation and adaptation measures, including a National Climate Change Policy. In particular, the UN will support the establishment of a national REDD+ mechanism; support rural communities' access to renewable energy sources; prepare to establish the institutional framework for PNG's National Communications to UNFCCC with an emphasis on regular dating of the national Green House Gas Inventory; support the agricultural national action plan; and help to develop waste management policy framework. Within this context, particular attention will be given to marginalised and vulnerable groups, gender mainstreaming and the engagement of civil society organisations.

To support the government's efforts to cope with climate change and unsustainable livelihoods issues, UNDP will support CSO and NGOs through the Small Grant Programme helping communities to take informed decisions regarding the best use of their resources and assist them to apply climate resilient development initiatives and innovative environmentally sustainable income earning opportunities for their livelihoods and socioeconomic growth.

PNG is prone to natural disasters and conflict. The UN will assist government and civil society at national and provincial levels to reduce the vulnerability of women, girls, men, and boys to crisis risks. Integrated support will be address the whole spectrum of interventions, namely prevention, mitigation, preparedness, response, and recovery in both conflicts and disasters. Building on GoPNG commitment, the support will target the enabling environment for crisis risk management (awareness, data collection and analysis, policy, and legislative frameworks), suitable governance arrangements at national and sub-national levels and the implementation of crisis risk management strategies at the local level. In light of the possible increase of violent outbreaks due to ethnic tensions, the UN will strengthen ongoing efforts on conflict prevention.

UNDAF Cluster 4 Outcome

"By 2015, Government and civil society have enhanced their capacity to implement biodiversity conservation, low carbon and climate resilient development initiatives for environmental sustainability and improved community livelihoods to reduce the vulnerability of women, girls, men and boys to disaster risks"

Inter-agency Outcome 10: Environment, Climate Change & Disaster Risk Management

"By 2015, Government and civil society have enhanced their capacity to implement biodiversity conservation, low carbon and climate resilient development initiatives for environmental sustainability and improved community livelihoods to reduce the vulnerability of women, girls, men and boys to disaster risks"

There is one inter-agency outcome under the Human Rights Strategic Plan 2012-2015. The focus of the inter-agency outcome

Environment, Climate Change

The central aim of the UN programme is to provide technical assistance to relevant Government institutions (DEC, DAL, DLPP, DPE, OCCD) at national, provincial, and local level in order to:

- improve their capacities to formulate policy, harmonise legislation and review regulation related to environmental matters;
- enhance their technical skills to collect, process, and analyse environmental data, and identify indicators to monitor and report on environmental threats and trends, and report and monitor MDG-7 and MEAs;
- strengthen their capacities for strategic project design and programme planning;
- set up structures through which the Government Departments can work with civil society and other government bodies in selected provinces to enhance their collaboration, coordination and sharing of information at all levels;

²⁰ Please refer to page vi for a full list of acronyms.

- enhance the capacity of the Government departments to capture and wisely utilise global funds for sustainable resource management and environmental protection and conservation.

UN assistance will include national and regional training opportunities to strengthen institutional and human capacity. Some of the important areas to be supported are:

- monitoring and evaluation of impacts on the terrestrial, marine, and freshwater resources;
- updating and consolidating information on critical ecosystems, biodiversity and conservation, protected areas, wildlife trade, agriculture, land cover, land degradation, and land use planning.

In addition the UN will support the formulation of integrated, cross-sectoral, and national responses to the challenges of climate change. Focus will be on partnership, coordination, networking; capacity to integrate and mainstream climate change issues; developing a climate change adaptation and mitigation plan based on the GoPNG Climate Compatible Development Strategy (CCDS) which has a strong focus on mitigation through Reduced Emissions from Deforestation and Degradation (REDD) programme; and setting up a number of measures to successfully implement the plan.

Lastly, the UN will provide further assistance to the local level government and communities to:

- apply legislation at the local level
- ensure communities make informed decisions regarding livelihood options
- secure involvement and support at the project implementation phase
- build an understanding of the negative effects of environmental mismanagement.

In terms of capacity development, the UN will investigate: the promotion of low carbon growth and climate change resilient innovative income earning opportunities at the community level; activities in the areas of community-based ecotourism through wildlife management areas (marine and terrestrial); sustainable agricultural, non-timber forest products; and renewable energy. This will include improving access to the GEF Small Grants Programme for CSOs who in return receive training in effective environmental management. Resources use and access to grants will emphasise gender balance, inclusion of marginalised and vulnerable groups, and equal access to the decision-making processes.

To support the government's efforts to cope with climate change and unsustainable livelihoods issues, the UN will support CSO and NGOs through the Small Grant Programme helping communities to take informed decisions regarding the best use of their resources and assist them to apply climate resilient development initiatives and innovative environmentally sustainable income earning opportunities for their livelihoods and socioeconomic growth.

Disaster Risk Management

Past experience and programme activities, reviews, and evaluations carried show that the enabling environment for effective crisis risk management is insufficient at both the national and sub-national level. This includes levels of awareness, data collection and analysis, policy and legislative frameworks, and the necessary governance arrangements, including systems, division of responsibilities, and capacities.

The UN contribution to disaster risk management directly addresses the fragmented approach of the programme and institution with regards to crisis and the moment of intervention during the risk management timeline. The outcome 2012-2015 therefore focuses on integrated support from the UN in the overarching area of crisis, including both conflict and disasters, and covering the entire spectrum of interventions, namely prevention, mitigation, preparedness, response, and recovery.

The UN contribution to the outcome will take place on two levels: (1) programme outputs, supporting the enabling environment and governance arrangement, and (2) procedural level, where different GoPNG departments and relevant stakeholders will be approached as an integrated group for risk management activities.

4.3 National alignment and harmonisation

In terms of aid effectiveness, GoPNG capacity to coordinate and manage external assistance has been improving. Relatively effective coordination mechanisms exists between donors. The UNDAF 2012-2015 aims to strengthen aid coordination and management capacity within government departments.

The main platform for aid coordination is the government-chaired Technical Working Group on Aid Effectiveness. As a member of this forum, the UN remains committed to supporting GoPNG in further harmonising development planning with national priorities.

The implementation of the UNDAF 2012-2015 will promote closer alignment of development aid with national priorities and needs, as directed by the Rome Declaration on Harmonisation and the Paris Declaration on Aid Effectiveness.

The UNDAF 2012-2015 was designed with “national ownership” as its starting point and the basis for programming is guided by the MTDP 2011-2015. As stated previously, national ownership will be continually assured through the various GoPNG/UN committees, which will programme for and monitor and evaluate the UNDAF 2012-2015. All interventions will be based on the programme approach in their design and be conceived, as far as possible, as “support to a specific national programme”. Funding modalities will, where possible, include the channelling of funds through sector-wide approach arrangements, while ensuring that monitoring and management arrangements are put in place.

Alignment: Implementation of the UNDAF 2012-2015 supports relevant national priorities, as articulated in the MTDP 2011-2015, the DSP 2010-2030, ‘Vision 2050’, sectoral plans and programmes, and the MD. If national priorities have not been articulated in the form of sectoral plans and programmes, upstream UN policy support will be provided if the UN has a comparative advantage in that area of development.

Harmonisation: Implementation of Harmonized Approach to Cash Transfers (HACT) will facilitate a harmonised and clearly defined process for assessing risks at the macro- and micro-levels for building assurance mechanisms into the UN’s AWP’s and for adopting standard financial expenditure reporting for all implementing partners. As a result, GoPNG will benefit from reduced transaction burdens and cost, capacity development activities (where required), and enhanced coordination of UN programmes.

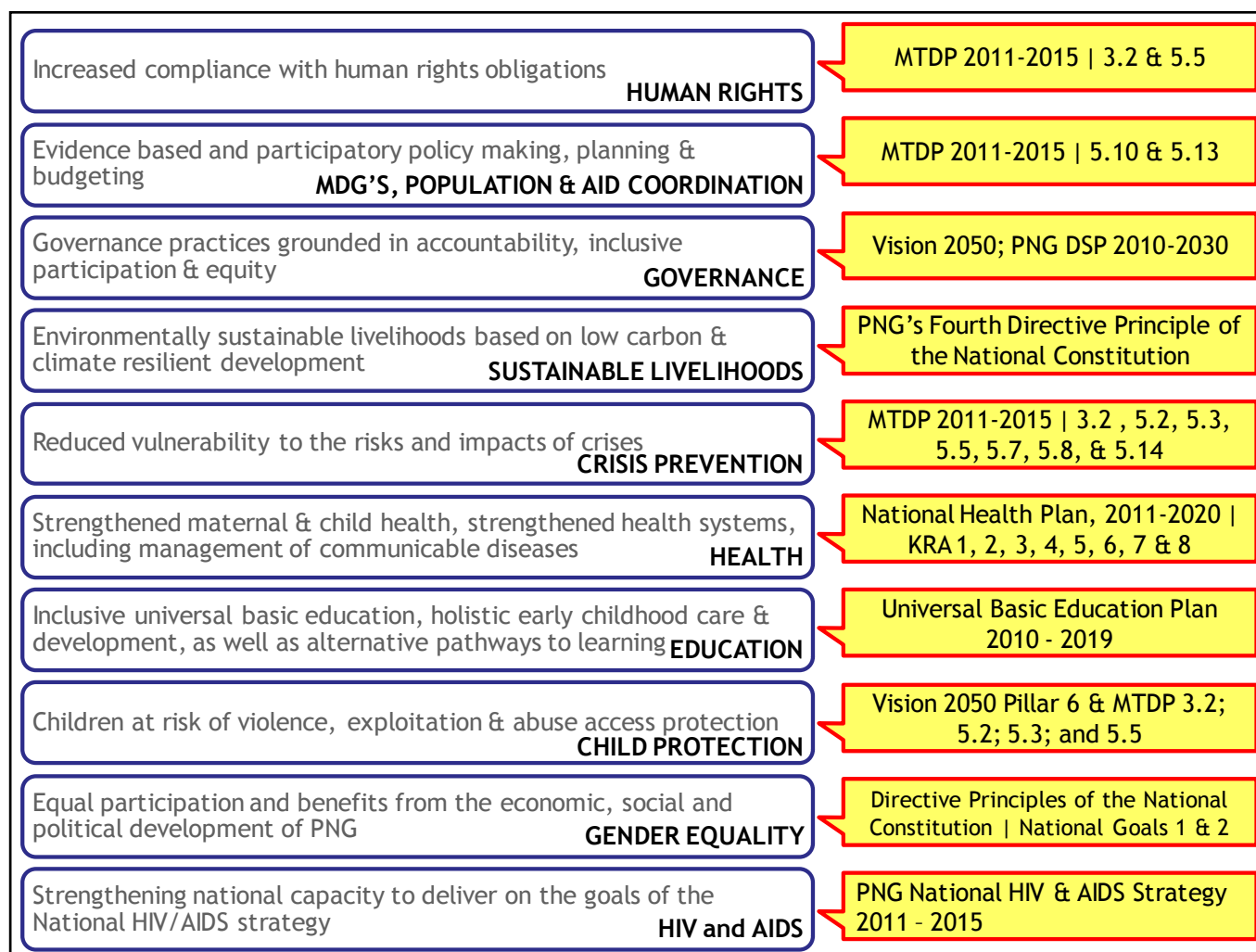


Figure 5: Alignment process per UNDAF inter-agency outcome

²¹ The table is an illustration of the alignment process- the UNDAF Results Matrices reflect a more comprehensive outline of the MTDP areas supported.

The UNDAF 2012-2015 specifically outlines which national development priorities are supported at the outcome level, and the nature of the support to GoPNGs development programme. The table below indicates the thematic areas the UN plans to address through the UNDAF 2012-2015 and the MTDP outcome and output areas that are supported by UN programmes²¹ :

4.4 Resource requirements

In terms of aid effectiveness, GoPNG capacity to coordinate and manage external assistance has been improving. Relatively effective coordination mechanisms exists between donors. The UNDAF 2012-2015 aims to strengthen aid coordination and management capacity within government departments.

The following table outlines the required and available resources for the UNDAF for the period 2012-2015. It also outlines the resource gap per thematic area, and the gap as a percentage of the total budget of that particular outcome²²:

Cluster	Outcome #	Outcome Name	Required Resources (budget) (x1000 USD)	Available Resources (x1000 USD)		Resource Gap	Gap as % of total outcome budget
				Core / Reg.	Non Core / Other		
Cluster 1 Governance for Equitable Development	1	Governance	13,900	2,630	5,400	5,870	42%
	2	MDGs & Population	14,608	10,220	*both core/non core res.	4,388	30%
	3	Peace Building	11,000	3,720	*both core/non core res.	7,280	66%
Cluster 2 Social Justice, Protection & Gender Equality	4	Promotion and Protection of Human Rights	2,000	500	*both core/non core res.	1,500	75%
	5	Gender Equality & Women's Empowerment	7,480	3,480	*both core/non core res.	4,000	53%
	6	Child Protection	11,456	1,300	6,500	3,656	32%
	7	HIV/AIDS	27,400	9,600	6,400	11,400	42%
Cluster 3 Access to Basic Services	8	Health	47,400	32,800	*both core/non core res.	14,600	31%
	9	Education	17,790	1,430	13,364	2,996	17%
Cluster 4 Environment, Climate Change and Disaster Risk Management	10	Environment, Climate Change and Disaster Risk Management	37,788	5,520	19,713	12,555	33%
TOTAL (x 1000 USD)			190,822	122,577		68,245	36%

Figure 6: UNDAF 2012-2015 resource requirements

²² Data as of April 2011.

5. MANAGEMENT ARRANGEMENTS, MONITORING AND EVALUATION

Programme management arrangements are designed to ensure that focus remains on national priorities and ownership throughout the programme cycle and are based on existing national arrangements where possible.

The joint GoPNG/UN Programme Steering Committee, comprising senior representatives of key government departments and statutory bodies and the UN Heads of Agencies, is the main entity that will oversee implementation and monitoring and evaluation of the UNDAF 2012-2015 and its action plan. The joint GoPNG/UN Programme Steering Committee will be headed by the Secretary of the Department of National Planning and Monitoring and co-chaired by the UNRC.

At the outcome level, the AWP Steering Committee, comprising senior representatives of the implementing partners, the Department of National Planning and Monitoring, UN agencies, donors and beneficiaries, will oversee the implementation and monitoring and evaluation of the respective AWP, and discuss progress towards achieving the inter-agency outcomes. Technical Working Groups comprising technical staff from GoPNG, the UN, and development partners, will ensure UN programming at the inter-agency outcome level is in line with GoPNG policies and planning instruments, and complements programming by development partners.

The management of the UNDAF 2012-2015 will apply the HACT principles for the transfer of resources (General Assembly resolution 56/201 of 21 December 2001). The basic principle is to harmonise and simplify procedures among the three Excom agencies, UNDP, UNFPA and UNICEF. Four management arrangements are proposed: the direct transfer of resources; direct payment; reimbursement; and management by agencies. The choice of one, or any combination of these arrangements, will depend on the situation and the risk rating of the implementing partners.

The UN will carry out resource mobilisation strategies consistent with their global mandates and partnership requirements. This work will be complemented by continued use of the UN Country Fund to support partnership and resource mobilisation under the UNDAF 2012-2015. The UN Country Fund will mainly focus on in-country (joint) resource mobilisation, complementing agency core/regular and other resources in support of the UNDAF 2012-2015.

The programme will employ a results-based management approach, aligning its monitoring and evaluation efforts with the UNDAF 2012-2015 and the national monitoring and evaluation framework. The programme will use Dev Info (a socio-economic database), household surveys, the census, management information systems, and service statistics to generate disaggregated data to monitor programme performance.

To facilitate monitoring and evaluation, indicators for each outcome and output have been identified as well as targets, baselines and verification sources. Based on the joint results matrices, each agency has derived its own results matrix for its assumed responsibility to implement with GoPNG partners. Agencies will continue to be responsible for the data collection and monitoring of individual programmes and to meet the requirements of their individual Headquarters, but will feed this data into the joint progress reports of the UN Task Teams.

The UN will report on achievements at the inter-agency outcome and output level through an Annual Progress Report. The reports will include: constraints and challenges faced in implementation processes; lessons learned; financial expenditures; mainstreaming of cross-cutting considerations; compliance with the Paris principles on aid effectiveness; and sustainability measures beyond the lifetime of the programme. Each of the Task Teams reports back to the UNCT on the progress of programme implementation.

Further, the UN will draw upon their respective global and regional knowledge networks, as well as take advantage of opportunities for South-South cooperation. The UN and implementing partners will be jointly accountable for the delivery of inter-agency outcomes and outputs.

5.1 UN Communications and Advocacy Strategy 2012-2015

The *UN Communications and Advocacy Strategy 2012-2015* is a comprehensive plan designed to integrate the vision, combined goals, and shared advocacy of the UNCT into a cohesive whole. It is a response to the UNDAF 2012-2015 thematic and programme priorities. It defines the direction for joint communications for the next four years, including the allocation of human and financial resources. It was developed through a strategic planning process with the UNCG and the PCC.

The four key strategic areas are:

- 1 Partnership Building
- 2 Capacity Building
- 3 Communication for Development (C4D)
- 4 Internal Communication

In view of the low understanding of the work of the UN in PNG, the UN System needs to step up its communication efforts to reach the half population who are unaware of the organisation's mandate (approx. 50 per cent). The UN System needs to scale up existing communication efforts of public discourse on the development agenda within a complex setting of low reach media penetration, limited engagement of civil society, and a cultural diversity represented by 800 languages.

5.2 UN Operations Strategy

The resources boom now underway in PNG has widespread implications, not only for the national economy in general (inflation, currency appreciation, etc.), but also for direct cost implications for the UN and other development partners. Currently, the UNCT in PNG is facing dramatic increases in operational costs, including security, real estate, and competition for skilled workers, that threatens programme delivery in the country. To ensure the long-term financial sustainability of the UN programme in PNG, the UNCT has developed an operational strategy that focuses on a dual approach of resource mobilisation and reducing operational overheads.

Within the context of the joint Resource Mobilization Strategy outlined in the Programme Principles section (4.1), the UNCT has agreed to continue a resource mobilisation drive aimed at increasing the level of resources available to the UN for programmes across-the-board.

At the same time, a number of initiatives are being set in motion to rationalise operating structures and ensure efficiency of UN operational support processes:

1. Increased use of Common Services, in particular Joint Procurement:

Since January 2011, the UNCT has rolled-out the new UN Service Centre concept that will be responsible for the design and implementation of Common Services that are available to all resident and non-resident agencies. A range of Common Services is already available across the five main areas: Joint Procurement, ICT, Logistics, Human Resources, and UN House management. For the coming period, the UNCT will primarily target low-cost, high-impact joint procurement initiatives using the enhanced bargaining power of the combined UN System to negotiate better contracts and rationalise costs.



2. Security:

Security costs are a significant operational component to programme delivery in PNG, which is at Security Level 2 and 3. The UNCT plans to rationalise security costs by sharing security services among agencies and other members of the diplomatic community; utilising alternative security mechanisms that are cheaper to implement; and by maintaining, yet allowing, the MORSS and MOSS compliance and joint procurement of security-related equipment and services.

3. Re-assessing sub-national presence (field offices):

Several agencies are re-assessing the cost effectiveness of their sub-national offices. Where there is no clear and measurable development impact of the programmes delivered at sub-national level, the regional presence will be terminated, given the significantly higher overhead costs for running offices at the sub-national level in PNG.

4. Investment Freeze:

With the new UN Haus proposal finalised in 2010, the agencies have implemented additional cost rationalisation measures by limiting capital investment in new office fixtures and fittings. Vehicle procurement is also limited to the absolute minimum to further reduce capital expenditures.

THE UN SERVICE CENTRE

Provides integrated management for a range of existing and new Common Services to the UN System in PNG. Providing this support through a single channel (the UN Service Centre), reduces operational costs, gains efficiency and enhances the quality of a service, while reducing duplication of workflow processes at the agency level. Specifically, the UN Service Centre anticipates realising the following objectives:

Cost rationalisation:

The UN aims to reduce its operating cost through the following measures:

- Reduce duplication of work processes at the agency level by providing the service through a single channel, rather than decentralised at the agency level which duplicates the process (i.e. ICT, travel, and building maintenance).
- Reduce transaction costs (time spent on activities) for the UN and partners, such as GoPNG, through harmonised operational procedures and standing agreements with vendors (i.e. VISA processes and Joint Long Term Agreements).
- Procure goods in larger quantities with better leverage for UN bargaining position (i.e.. office bulk goods, printing services).

Enhanced quality:

By jointly procuring services in larger volumes, the UN increases its bargaining power with the service provider and enhances its ability to monitor and evaluate overall quality of service delivery of that service provider.

However, a range of common operational (sub) processes may be integrated with a good probability of realising the intended efficiency and/or quality gains. Five operational areas have been identified for integration and improvement during the UNDAF cycle 2012-2015:

<p>PROCUREMENT:</p> <ul style="list-style-type: none"> • Bulk Office Goods • Fuel • Printing and Stationery 	<p>ICT:</p> <ul style="list-style-type: none"> • Common Helpdesk • UN Website and Intranet • Business Continuity • Joint ISP Management
<p>HUMAN RESOURCES:</p> <ul style="list-style-type: none"> • Joint Recruitment Efforts • Joint Staff Training Programmes 	<p>LOGISTICS:</p> <ul style="list-style-type: none"> • UN Visa/Travel Service • UN Hotel and Conference Rates
<p>UN HOUSE MANAGEMENT:</p> <ul style="list-style-type: none"> • Joint Lease Management • Joint Security Arrangement 	<ul style="list-style-type: none"> • Joint Reception and Switchboard • Registry • Cleaning Services

Figure 7: UNDAF 2012-2015 operational areas identified for improvement



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