

DELIVERING AS ONE

'A Partnership for Nation Building'



PAPUA NEW GUINEA
NUPELA WE LONG WOKIM WOK



UNITED NATIONS

Did you know ...

... that **UNDG** is an instrument for UN reform created by the Secretary General in 1997 in order to improve the effectiveness of UN development assistance at the country level? See also www.undg.org and the Papua New Guinea Coordination Profile

... that **UNAIDS** (1996) is guided by a Programme Coordinating Board (PCB) which has representatives of 22 Governments from all geographic regions, the UNAIDS Cosponsors and five representatives for non-governmental organizations, including associations of people living with HIV? See also www.unaids.org and UNAIDS in Papua New Guinea

... that **UNFPA** began operations in 1969 as the 'UN Fund for Population Activities' and that it since (in 1987) changed its name to 'United Nations Population Fund', whereas the acronym UNFPA remained unchanged? See also www.unfpa.org and UNFPA in Papua New Guinea

... that **UNDP** was born on the 1 January 1966 following the earlier merger of the Expanded Programme for Technical Assistance and the Special Fund, that in those days UNDP had few technical staff; it contracted Specialized Agencies for most of its work? See also www.undp.org and UNDP in Papua New Guinea

... that **OHCHR** was created by Member States through a General Assembly resolution in 1993 and is part of the UN Secretariat ever since? See also www.ohchr.org and OHCHR in Papua New Guinea

... that **UNICEF** was initially set up in December 1946 to help European children who faced famine and disease after the Second World War, and that UNICEF became a permanent part of the UN in 1953 when its mandate was extended indefinitely by the General Assembly? See also www.unicef.org and UNICEF in Papua New Guinea

... that **WHO's** constitution came into force on the 7 April 1948 (a day still celebrated as World Health Day) and that the WHO is governed by the World Health Assembly attended by delegations from 193 Member States? Also, did you know that the Assembly instructs the Executive Board which is made up of 34 members who are all technically qualified in the field of health? See also www.who.int and WHO in Papua New Guinea

... that **UNHCR** was officially born on 14 December 1950, mandated to lead and coordinate international action to protect refugees and resolve refugee problems world wide, and that the organization is currently led by its 10th High Commissioner? See also www.unhcr.org and UNHCR in Papua New Guinea

... that **UNIFEM** became a separate entity in autonomous association with UNDP in 1984, after it was initially set up as the UN Voluntary Fund for the Decade for Women (UNFFDW) for the duration of that dedicated decade (1975-1985)? See also www.unifem.org and UNIFEM in the Pacific

... that **ILO** was born in 1919 as part of the 'Treaty of Versailles' that ended the First World War and became a UN Specialized Agency in 1946? See also www.ilo.org and ILO in Papua New Guinea

... that **OCHA** in its current form was born in 1998 and used to be the Department of Humanitarian Affairs in the UN Secretariat, headed by the Emergency Relief Coordinator? See also ochaonline.un.org and OCHA in Asia and the Pacific

... that **UNV** was created in 1971 and that UNV reports to UNDP's Executive Board? See also www.unv.org and UNV in Papua New Guinea

... that **UNESCO's** constitution came into force on the 4 November 1946 and that two years later UNESCO recommends that Member States make free primary education compulsory and universal? See also www.unesco.org and UNESCO in Papua New Guinea

... that **FAO's** policies are determined by the FAO Conference, which is made up of representatives of Member States (191 Member States plus the European Community, the FAO Conferences' executive organ is the FAO Council, which is made up of 49 Member States? See also www.foa.org and FAO in Papua New Guinea

... that **ESCAP** was established in 1947 with their Headquarters in Bangkok, Thailand. UN ESCAP works in three main areas: poverty reduction, managing globalization and tackling emerging social issues. See also www.unescap.org or UN ESCAP Pacific Operations Centre.

UN country team - Papua New Guinea



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Resident and Non-Resident agencies participating in the initiatives pertaining to 'Delivering as One', but which are not represented in the monthly UN Country Team meetings are:

UNIFEM, OCHA, UNV, UNESCO, ILO, FAO and ESCAP/Pacific Operations Centre.

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List of acronyms

AIDS	Acquired Immune Deficiency Syndrome
AusAID	Australian Agency for International Development
AWP	Annual Work Plan
CCA	Common Country Assessment
C-CPAP	Common Country Programme Action Plan
CPD	Country Programme Document
CSO	Civil Society Organization
DCD	Department for Community Development
DJAG	Department of Justice and Attorney General
DNPM	Department of National Planning and Monitoring
Eco Soc	Economic and Social Council
FACE	Funding Authorization and Certification of Expenditures
FAO	Food and Agriculture Organization
FBO	Faith-based Organization
GA	General Assembly
Go PNG	Government of PNG
HACT	Harmonized Approach to Cash Transfer
HIV	Human Immunodeficiency Virus
HoA	Head of Agency
HRBAP	Human Rights Based Approach to Programming
ILO	International Labour Organization
M & E	Monitoring and Evaluation
MDG	Millennium Development Goals
MTDS	Medium-Term Development Strategy
NAC	National AIDS Council
NACS	National AIDS Council Secretariat
NCD	National Capital District
NCW	National Council of Women
NDoH	National Department of Health
OC	Ombudsman Commission
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the United Nations High Commissioner for Human Rights
PCC	Programme Coordination Committee
PRSP	Poverty Reduction Strategic Paper
QMR	Quarterly Management Report
QPR	Quarterly Progress Report
RC	Resident Coordinator
SG	Secretary General
SWAp	Sector-Wide Approach
TCPR	Triennial Comprehensive Policy Review
TWG	Technical Working Group
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCO	United Nations Coordination Office
UNCP	United Nations Country Programme
UNCP Action Plan	United Nations Country Programme Action Plan (common CPAP)
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Fund for Women
UNV	United Nations Volunteers
WHO	World Health Organization

Foreword by the Resident Coordinator

Dear reader,

This Note is prepared to document and share some of our 'Delivering as One' experiences in Papua New Guinea with UN staff, partners and other key stakeholders, and to contribute to the dialogue on practical implications of reform initiatives while translating global goals, policies and commitments into concrete action at the country level. The time period covered by this Note largely overlaps with the previous UNDAF cycle and ends in December 2007. The end of that period coincides with the start of the implementation phase of the new UNCP Action Plan (2008-2012). It is my pleasure to use the opportunity of this foreword to highlight a few aspects of the Papua New Guinea experience.

As this Note will tell you in more detail, the UN Country Team in Papua New Guinea embarked on a comprehensive change process to shape our 'nupela we long wokim wok' (new way of working); a process that left no corner of the UN system untouched. The holistic and participatory approach of our 'Delivering as One' effort is marked by the large span of staff, partners and organisations involved in this process. Agencies and therefore Agencies' staff and partners assess and experience UN Reform from different starting points. The active leadership and support provided by the host Government of Papua New Guinea continues to facilitate an enabling environment for the process to be undertaken in a way that allows for experiments, including successes as well as an occasional failure. As such, it is important to note that our 'Delivering as One' effort is very much 'work in progress'.

As Resident Coordinator, it has been inspiring to chair some of the debates both internally and externally, and to observe how staff and partners are not only participating, but actively and collectively leading the way in re-shaping our organization at the country level. In this context, I want to highlight the important role of Staff Associations in UN Reform and the need to communicate effectively and regularly, both horizontally and vertically. In addition to our internal communication and as per our 'lessons learned', it will also be a priority for us to better understand external communication needs and find ways to address these. During the coming period of implementation, I hope to be in touch with you on a regular basis, hopefully via a One UN website.

To conclude, we hope this Note will contribute to our joint reflection and learning here in Papua New Guinea and support us in moving forward confidently during the implementation phase.

Thank you very much for your interest in our efforts, and please share your thoughts with us.

Jacqui Badcock
UN Resident Coordinator
Papua New Guinea

Introduction

Driven by the complex development challenges facing Papua New Guinea and fuelled by global ideas for UN reform, the UN Country Team together with the Government of Papua New Guinea embarked on a journey to increase the relevance, efficiency and effectiveness of the UN system in Papua New Guinea; the underlying spirit of which aligns with how the United Nations Development Group (UNDG) summarized the message from the Paris Declaration: 'Development Assistance works best when it is fully aligned with national priorities and needs'.

The Triennial Comprehensive Policy Review (TCPR) of the UN General Assembly tasked the UN System to strengthen national capacity development strategies essential to achieving the Millennium Development Goals (MDGs), including the capacities needed to manage different aid modalities. This mandated countries, including Papua New Guinea, to 'self-start' reform initiatives and find a new way of working ('nupela we long wokim wok' in Tok Pisin). Changing aid modalities such as those affirmed in Paris, Rome and Marrakech¹ further informed the approach on how the UN system could deliver as one.

The UNCT in Papua New Guinea was guided by global reform directives like the 'Ones' presented in the report of the High Level Panel on System-

wide Coherence (2006), but also by new modalities of programme delivery like for instance the Harmonized Approach to Cash Transfer (HACT). The Delivering as One process in Papua New Guinea is geared towards answering the following question: "How can the UN System in Papua New Guinea become more relevant, efficient and effective in contributing to the achievement of Papua New Guinea's national goals? As this Note points out, part of the answer is that it requires an entirely 'nupela we long wokim wok'².

This Note describes the context and processes behind the UN reform initiatives in Papua New Guinea from 2003-2007, a period during which the last United Nations Development Assistance Framework (UNDAF 2004-2007) was implemented and a new country programme process was designed. The UN System in Papua New Guinea developed one single UN Country Programme (UNCP 2008-2012): a programme which was subsequently translated into one common Country Programme Action Plan (c-CPAP) called the UNCP Action Plan and operationalized through a number of joint AWP. This Note will describe the governance framework designed to manage the newly developed programme documents and conclude by highlighting some lessons learned from the planning process.



¹Rome Declaration (2003), the Joint Memorandum of the Marrakech Roundtable on Managing for Results (2004) and the Paris Declaration on Aid Effectiveness (2005)

²'A new way of working' in Tok Pisin

Context UN reform in Papua New Guinea

Papua New Guinea is the largest country in the Pacific region and home to 6.1 million people (2005)³ who speak more than 800 languages. The country is diverse in terms of ethnicities and traditional cultures, as well as geography and history. Papua New Guinea is also rich in terms of natural resources including significant deposits of gold, oil, gas, copper and other strategic minerals. However, the rough terrain results in most provincial towns being inaccessible by road so more than 500 airports facilitating the movement between the different towns in the highlands, along the coast and on the islands are needed. Only a limited number of roads are available for those who move between the main towns and the villages and many are poorly maintained. Essential social services are yet to materialize for many citizens, in particular for the marginal and vulnerable sections of the population, 85 percent of whom reside in remote rural areas.

Mid-2007, the Government of Papua New Guinea completed a full term (five years) for the first time since Independence in 1975. This milestone is widely acknowledged as one of the indicators that political stability is increasing; the fact that macro-economic stability improved in that same period further strengthens this understanding. However, much remains to be done to ensure that economic growth leads to an enhanced service delivery as well as sustainable poverty reduction for the rapidly growing and urbanizing population.

The UN Reform in Papua New Guinea is driven by the development challenges facing the country; these include challenges regarding essential services like health, education and child protection, but also regarding the rule of law, gender equality, good governance and environmental management.

Life expectancy (at birth) is only 56.9 years on average, with an even lower average in the rural areas⁴. Papua New Guinea is also estimated to have the highest prevalence of HIV in the Pacific region, with young women and girls facing the greatest risk. In 2007, an estimated 59,500 people were living with HIV, representing 75 percent of HIV infections in the Pacific region⁵. Furthermore, three in four children live in homes where violence is endemic⁶.

Facing these development challenges the Government of Papua New Guinea developed a MTDS (2005-2010), which in part guides the allocation of funds from both the recurrent and development budgets to seven priority expenditure areas:

1. Rehabilitation and maintenance of transport infrastructure;
2. Promotion of income-earning opportunities;
3. Basic education;
4. Development-oriented informal adult education;
5. Primary health care;
6. HIV/AIDS prevention; and
7. Law and justice.

The MTDS includes 67 Millennium Development Goals (MDG) indicators. The UN Country Team in Papua New Guinea participated in the consultation preceding the completion of the MTDS. Nearing the end of their own UNDAF programme cycle (2003-2007), the UN Country Team was increasingly concentrated on identifying the UN contribution vis-à-vis the MTDS.

The Prime Minister of Papua New Guinea, Grand Chief Rt. Hon. Sir Michael Somare in his Statement to the 62nd General Assembly Meeting (2007):

"...When I brought my nation to take its seat thirty-one years ago in this Assembly, I said then and wish to reaffirm today that within the limits of our resources, Papua New Guinea will play an active and positive role in the United Nations.."



Flag of Papua New Guinea.

³Human Development (Report 2007/2008)

⁴Human Development (Report 2007/2008)

⁵National Estimation Report (2007) National Department of Health and National Aids Council Secretariat, Papua New Guinea

⁶Speaking Out! Regional Opinion Survey (2001), UNICEF

In March 2005, after preliminary consultation with the Government, the UN Country Team agreed to develop a One UN Country Programme, instead of a UNDAF. As a first step, a 'Base Document for Analysis' was completed in May 2006. This document included an analysis of the key development challenges facing Papua New Guinea⁷. The 'Base Document for Analysis' replaced the traditional Common Country Assessment (CCA) and relied strongly on the assessment work done in preparation for the publication of the first National MDG Report in 2004 in Papua New Guinea.

A second step in the early stages of the design process was the training provided by the UN System Staff College on 'Early Warning and Prevention Measures', which was to equip staff and partners with technical skills to enhance the joint programming to be done for the UN Country Programme. UN staff and partners also received technical training on the Human Rights-Based Approach to Programming.

The third step was a joint UN/Government Process Steering Committee meeting in Goroka. This meeting is also referred to as the 'Secretaries Retreat' and was convened to discuss the analysis and outcomes of the 'Base Document for Analysis', and to prioritize the objectives for the next programme cycle. It was during this retreat that the senior representatives of Government and UN Agencies identified the overarching theme: '**A Partnership for Nation Building**' and to focus on five main outcome areas:

- a. Governance and crisis management;
- b. Foundations for human development;
- c. Sustainable livelihoods and population;
- d. Gender;
- e. HIV and AIDS.

Subsequently, the fourth step was the organization of a Strategic Planning Retreat in June 2006 where programme priorities were further discussed. During this retreat, an initial set of intermediate outcomes and adjoining outputs were formulated. The Strategic Planning Retreat was attended by a key group of UN staff and partners and started the actual formulation of the UN Country Programme.

Several technical working group meetings were also organized to obtain substantive input regarding different technical areas.

It was around this time, mid-2006, that Papua New Guinea was selected to be one of the twenty UN Joint Office countries.

The Chair of the UNDG, the ExCom Regional Directors and local donors, all strongly encouraged both the UN Country Team and the Government of Papua New Guinea to continue their efforts in terms of 'Delivering as One'.

The Government of Papua New Guinea expressed its interest in playing a pioneering role and actively lobbied for Papua New Guinea to become one of the eight Pilot Countries. As a result of these efforts, Papua New Guinea was invited by the Chair of the United Nations Development Group to volunteer for the second round of pilots (which was then expected to start in 2008 and has since been postponed until an evaluation of the first pilots can be completed).

Before...	'Delivering as One'-2008-2012
Common Country Analysis (CCA)	Base document for Analysis (relying on national analytical work)
United Nations Development Assistance Framework (UNDAF)	One United Nations Country Programme (UNCP) Although CPDs are developed by each ExCom Agency at the request of the Executive Board, these CPDs directly reflect the content of the UNCP, wherefore the latter remains the overarching guiding document.
Agency Country Programme Document (CPD)	
Agency Country Programme Action Plan (CPAP)	One UNCP Action Plan This is a common-CPAP; operationalizing the UNCP.
Project Documents, Annual Work Plans and/or Joint Programmes	Joint Annual Work Plans - joint activities supported by multiple UN Agencies, which are contributing towards achieving a joint set of outputs and intermediate outcomes.

⁷See also Annex I, for a timeline of events

Although not selected as a Pilot Country in the first round, Papua New Guinea proceeded on the basis of the mandate provided by the TCPR (2004) and is now considered to be one of the self-starting 'Delivering as One' countries.

In April 2007, the Executive Boards of the respective ExCom Agencies approved the suggestion to forego a UNDAF and develop a common UN Country Programme. Despite active lobbying by the Government, the Boards requested each of the ExCom Agencies to develop their own Country Programme Documents. However, the individual Country Programme Documents (endorsed in June 2007) were direct reflections of the input each Agency had provided to the common UN Country Programme, which allowed

the UN Country Programme to remain the overarching guiding document.

This is how, with due emphasis on a comprehensive consultative process, the UN Country Programme was designed to support the implementation of the MTDS.

The first UN Country Programme of Papua New Guinea was completed, endorsed and signed by the Government of Papua New Guinea and the UN System in Papua New Guinea in July 2007.

The completion prompted the start of a second process, namely the translation of the UN Country Programme into a common Country Programme Action Plan (UNCP Action Plan).

Face AIDS together and stay the course

Papua New Guinea faces a serious AIDS epidemic which is now classified as a 'generalized epidemic'. This indicates that the virus is firmly established in the general population with Papua New Guinea having the highest incidence of HIV in the Pacific region. By the end of 2006, a total of 18,484 people had been diagnosed with HIV. Of these infections, 46 percent were males, 48 percent females, and 6 percent in individuals whose sex was not reported. In 2006 alone, 4017 people tested positive, 30 percent more than in 2005.

It was estimated that there are about 46,275 people living with HIV in the country by end of 2006.

With an estimated one to two percent of the population infected, the HIV epidemic presents an extreme threat to development in Papua New Guinea and has the potential to undermine the attainment of the MDGs and may have an impact on the population growth in the long term if the response is not scaled up. For example, access to HIV testing, PMTCT and treatment services remains essential. The Government of Papua New Guinea recognizes the threat posed by the AIDS epidemic to its development and economic growth prospects and has placed AIDS as one of its seven priorities in its Medium Term Development Strategy (200–2010).

In view of the above scenario, UN Papua New Guinea is supporting the Government's efforts in addressing and reversing the AIDS epidemic. As no single organization or agency can alone address the multifaceted aspects of AIDS, the UN has organized itself internally through the Joint UN team on AIDS which is built on the underlying principle of 'collectively working together based on UN comparative advantage in HIV programming' to support the national response to AIDS. The ONE team on AIDS is a precursor to the 'Delivering as One' effort and offers useful lessons and experiences of working together in a harmonized fashion in support of the national strategic plan on AIDS. The existence of the One UN team on AIDS in Papua New Guinea, has contributed significantly to clarifying roles and responsibilities of individual UN agencies within the context and framework of the National AIDS strategic plan. AIDS being a huge development challenge requires unique strengths and resources from a cross section of partners to support Government efforts. One of the critical actors is the Donor community. In recognition of this, UN Papua New Guinea facilitated the establishment of the Donor Partners Forum on AIDS, a single proactive action that broadened partnerships of 'working together' to address the AIDS epidemic in Papua New Guinea among bilateral and multilateral partners. The functioning of the Donor Partners Forum on AIDS has contributed to determining priorities and activities for funding the national strategic plan in a transparent and harmonized way.

The UNCP action plan

The design of the UNCP Action Plan – a common Country Programme Action Plan – follows the completion of the UN Country Programme and operationalizes programme activities from fourteen UN Agencies. Whereas most UN Agencies (resident and non-resident) participate in the programme in the spirit of ‘Delivering as One’, the UNCP Action Plan is ‘legally binding’ for the three resident ExCom Agencies (UNICEF, UNDP and UNFPA). The Participating Agencies (meaning non-ExCom) remain governed by their respective agreements with the Government of PNG. However, their programme activities are reflected in the UNCP Action Plan and the adjoining Annual Work Plans and are also reported upon in quarterly and annual reports.

Drawing from a series of training sessions and retreats that facilitated the joint innovative thinking, the UNCP Action Plan describes and operationalizes the five main outcomes. As already mentioned (see page 4), each of the five main outcome areas is divided into what are called ‘intermediate outcomes’. There are 16 intermediate outcomes, each of which will have one AWP implemented by one Implementing Partner⁸.

ExCom Agencies and non-ExCom Agencies of which programme activities are reflected in the AWP, work closely together during the design, implementation, monitoring and evaluation of the planned activities.

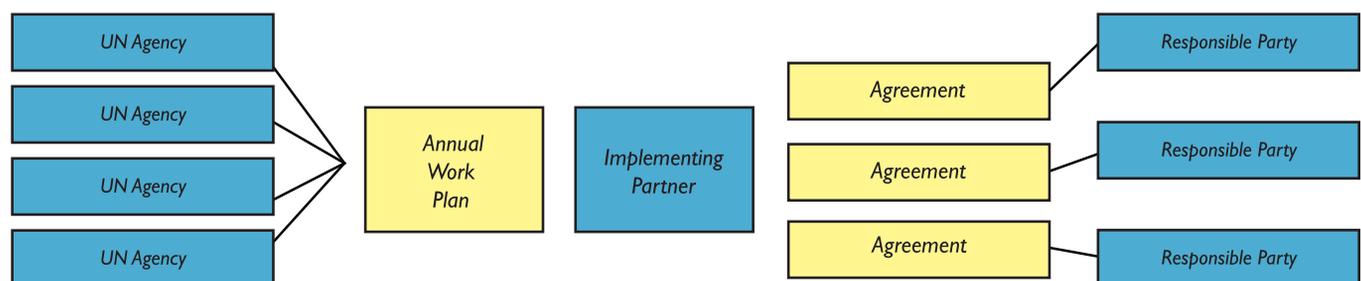
To facilitate this collaboration, a number of internal and external coordination mechanisms have been designed. These coordination mechanisms are presented in the next chapter.



The UN Country Team in Papua New Guinea emphasized that the joint UNCP Action Plan requires a shift in paradigm, a new way of ‘doing business’. This ‘nupela we long wokim wok’ prominently features a shift from a project to programme-based approach, for which firm partnerships between the Government, the UN and other development partners are to be forged.

These partnerships will lay the foundation for a nationally-owned, harmonized, aligned, result-oriented and mutually accountable approach to development. The UN is guided by these five principles of aid effectiveness when designing, implementing, monitoring and evaluating the series of reform initiatives.

Whereas the UNCP in its entirety is a contribution to the Medium Term Development Strategy, the different intermediate outcomes are guided by their respective sector policies⁹. To specify the length, width and depth of the UN contribution at the intermediate outcome level, inter-agency Task Teams together with relevant government counterparts will develop 5-Year Strategic Plans. These plans include a comprehensive situational analysis of the outcome area, including relevant global, regional and national policy frameworks.



‘The AWP operationalizes the results to be achieved; the implementing partner may enter into agreements with responsible parties to implement part of the AWP’

⁸The intention is to have one AWP per intermediate outcome, however in the first year there will be intermediate outcomes with several AWPs, this is either through spill-over commitments from UN Agencies or the unavailability of Implementing Partners that can and will be responsible for the appropriate use of resources and the achievement of all outputs attached to one intermediate outcome. See also ‘lessons learned’ later in this Note.

⁹e.g. the National Health Plan (2000-2010) and the National Strategic Plan for HIV and AIDS (2006-2010)

They specify and justify relevant partnerships and outline the UN's strategic entry points for this particular sector in the coming five years. In sectors where national strategies and policies are yet to be developed the UN will provide technical support where appropriate, as part of the 5-Year Strategic Plan. As such, the AWP that is attached to the 5-Year Strategic Plan will be a direct contribution to the Implementing Partner's own work plan. The UN will endeavour to minimize the use of parallel implementation structures¹⁰ but rather strengthen the capacities, including relevant systems and procedures, of the Implementing Partner. After all, it is the Implementing Partner who is responsible and accountable for the implementation of activities and the appropriate use of resources as described in the AWP.

To implement the AWP, the Implementing Partner can enter into agreements with what are called Responsible Parties. The Responsible Parties report to the Implementing Partner who reports (progress and finance) on the entire AWP to the UN ExCom Agency that signed the AWP.

The UN will support the Implementing Partners to fulfil their roles and responsibilities. The UN will also conduct assurance activities to mitigate any risks. These assurance activities can include periodic on-site reviews (spot checks and special audits), programme monitoring and scheduled audits. The UNCP Action Plan reforms and simplifies donor (i.e. UN) policies and procedures in order to promote and support collaborative behaviour and highlight progressive alignment with partner countries' priorities, systems and procedures. The newly introduced Harmonized Approach to Cash Transfers¹¹ (HACT) also stresses the need to use national systems and procedures and recognizes that this may require capacity development and interim measures. The AWP reflect these commitments and dedicate resources for this purpose. During the signing ceremony of the UNCP Action Plan in December 2007, the Government reiterated its appreciation for the UN in setting the example for harmonization and leading the way for development partners to increasingly use national systems and procedures.



A home in the Middle Sepik area of the province. Villages and homes are scattered along the Sepik river and its tributaries, with the vast majority accessible only by boat. Delivery of essential services in Papua New Guinea is rendered difficult by the rugged terrain, weak infrastructure and weak social service delivery mechanisms.

¹⁰ Reference is made to the Paris e.g. "Strengthen capacity by avoiding parallel implementation structures"

¹¹ Harmonized Approach to Cash Transfer is only applicable to the ExCom Agencies, meaning to UNICEF, UNDP and UNFPA

Millenium Development Goals	How do MDGs link to the UNCP?
<ol style="list-style-type: none"> 1. Eradicate extreme poverty and hunger 2. Achieve Universal Primary Education 3. Promote gender equality and empower women 4. Reduce child mortality 5. Improve maternal health 6. Combat HIV/AIDS, malaria and other diseases 7. Ensure environmental sustainability 8. Develop a global partnership for development 	<p>All 5 (i-v) outcomes are sub-divided into 16 intermediate outcomes (a-p). These intermediate outcomes directly support the progress towards achieving one or more MDG's before 2015. An overview of which intermediate outcome links to which MDG is presented below. In order of appearance:</p>
Intermediate Outcomes	Links to
<p>i. Governance and crisis management (a-f),</p> <ol style="list-style-type: none"> a. Parliament and legislative processes b. MTDS, MDGs and national planning and monitoring c. Provincial planning and management d. Protection and advocacy of human rights e. Conflict prevention and nation building f. Disaster management <p>ii. Foundation for human development (g-i),</p> <ol style="list-style-type: none"> g. Health h. Education i. Child protection <p>iii. Sustainable livelihoods and population (j-k),</p> <ol style="list-style-type: none"> j. Environmental management and sustainable livelihoods k. Population <p>iv. Gender (l-m),</p> <ol style="list-style-type: none"> l. Women in leadership m. Gender-based violence <p>v. HIV and AIDS (n-p).</p> <ol style="list-style-type: none"> n. HIV/AIDS prevention o. HIV/AIDS treatment p. HIV/AIDS management 	<p>MDG 8</p> <p>MDG 1 & 8</p> <p>MDG 1 & 8</p> <p>MDG 1</p> <p>MDG 1</p> <p>MDG 1 & 7</p> <p>MDG 2,3, 4 & 5</p> <p>MDG 2, 3 & 4</p> <p>MDG 3,4 & 5</p> <p>MDG 1 & 7</p> <p>MDG 1 & 7</p> <p>MDG 3</p> <p>MDG 3</p> <p>MDG 6</p> <p>MDG 6</p> <p>MDG 6</p>

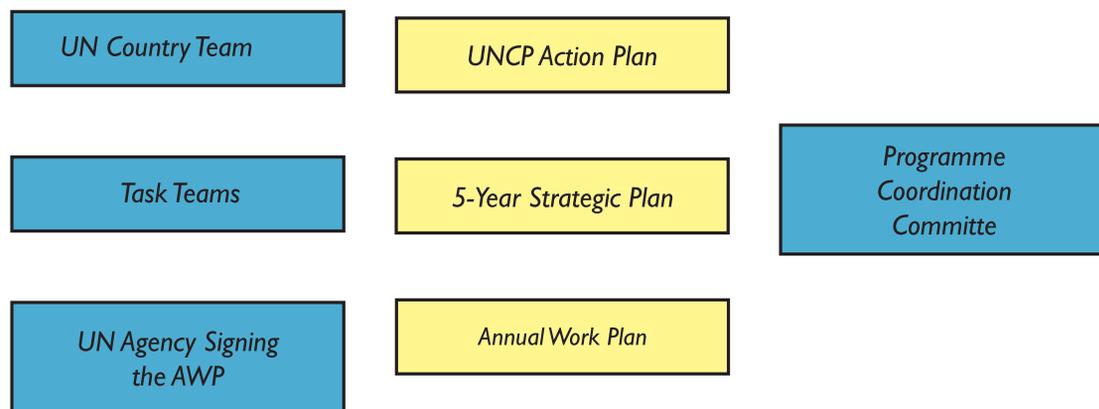
Internal coordination mechanisms

The UN Country Team comprises the Resident Coordinator (RC) and the Heads of Agencies (HoAs). In Papua New Guinea the UN Country Team includes representatives of UNDP, UNICEF, UNFPA, OHCHR, WHO, UNAIDS and UNHCR. The UN Country Team is the highest authority within the UN System in Papua New Guinea with regard to the UNCP Action Plan¹². As per its Terms of Reference, the UN Country Team discusses progress in the AWP at the political and strategic level and oversees the quality of the 5-Year Strategic Plans that include the AWP as annexes. Where necessary the UN Country Team provides guidance on alleviating any programme bottlenecks to Task Teams, the Programme Coordination Committee (PCC) and individual staff members. The UN Country Team also oversees the integration of intermediate outcomes and their respective AWP.

For the latter task, technical input is provided by the PCC. The PCC's main task is to ensure horizontal linkages between the Task Team and advise the UN Country Team on issues related to cross fertilization and synergies as well as issues related to programme management. The Task Teams include staff members representing relevant UN Agencies that contribute to the operationalization of an intermediate outcome and the implementation of the respective AWP(s).

The Task Team Leader represents the agency with the technical leadership. For instance, whereas WHO can not sign an AWP (WHO is not an ExCom Agency¹³), WHO provides technical leadership in the area of health and therefore provides the Task Team Leader for the intermediate outcome pertaining to health. It is the Task Team Leader who represents the Task Team in the PCC¹⁴.

In addition to the above arrangements, the UN Country Team is exploring the possibility of establishing a 'One UN Fund'. This fund will represent one budgetary framework for one common UNCP Action Plan, but may start with a more limited scope. In the spirit of the Paris Declaration, this joint fund will encourage donors to fund the overall UN Country Programme as a contribution to national priorities, instead of financing agency-specific projects. A One UN Fund would also allow for more flexibility in terms of being able to fund less popular sections of the UNCP Action Plan with 'unearmarked' funds. Another initiative that is currently being considered pertains to the need to further strengthen the UN Agency specific operations teams in Papua New Guinea. This would be done through the professionalization of key posts, the recruitment of a UN Service Centre Advisor, and possibly through outsourcing some of the operational functions.



Internal coordination mechanisms

¹²See also Annex 2

¹³UNICEF signs the Annual Work Plan in this example

¹⁴See for another example of this concept the text box on Human Rights

The UNCP Action Plan in practice: Human Rights

The technical area of Human Rights is represented by a dedicated **intermediate outcome** in the UNCP Action Plan, which reads: “Government is aware of, respects, and provides for people’s human rights while it empowers citizens to demand the protection of those rights from Government”. The **Task Team** engaged with this intermediate outcome is led by the representative of OHCHR and is further made up of staff members from UNICEF and UNDP. UNDP is the **ExCom Agency**, which signs the **Annual Work Plan (AWP)** on behalf of the UN System and which is countersigned by the Department of Justice and the Attorney General (DJAG) as the **Implementing Partner**. The **5-Year Strategic Plan** provides a crisp background on the area of Human Rights in Papua New Guinea and identifies strategic partnerships like those with the DJAG, the Department for Community Development (DCD), Department of Foreign Affairs (DFA), Ombudsman Commission (OC), which at times will function as **Responsible Parties** for one or more activities in the AWP. The UN System will also work closely together with other development partners, particularly AusAID, to support the ratification of international instruments, promote broad strengthening of rights-based programming capacity and support the establishment of the Human Rights Commission. Other partnerships include those with regional and international partners, and also build internal capacity through OHCHR to respond to the Government’s requests for technical assistance.

The **AWP for 2008** is geared towards empowering rights holders as well as developing the capacities, tools and resources of duty bearers. Activities include Human Rights training for Members of Parliament, support to Provincial Governments to report on budget allocation for children, activities related to the monitoring of child rights, the establishment of a Human Rights Commission and a campaign to raise awareness about Human Rights and the role of a Human Rights Commission in particular, to name but a few. The **AWP Steering Committee** will comprise of the Technical Working Committee (TWC) and a senior representative from the Department of National Planning and Monitoring as well as a senior representative from the UN System. The TWC is set up to prepare the grounds for the establishment of a National Human Rights Commission in Papua New Guinea and is normally co-chaired by DCD and DJAG, represented through the State Solicitor Office. However for the purpose of implementing and monitoring the above AWP, DNPM will serve as chair to the AWP Steering Committee. This is a good example of how existing structures are being used as opposed to adding new ones. In terms of **Technical Working Groups**, a number of multi-partner mechanisms exist to support Government-led rights monitoring, including the Child Rights Monitoring Committee, the Child Welfare Committee, the Law and Justice Sector Working Group and the Juvenile Justice Working Group. The UN system, will continue to provide support to these partnerships through direct representation on these committees and where relevant, link these mechanisms with civil society as and where appropriate.

External coordination mechanisms

The previous section describes the role of the UN Country Team, the PCC and the various Task Teams at the intermediate outcome level. The diagram below visualizes the external mechanisms and links these, where applicable, to the agreement(s) they are governed by. As we have seen earlier the Responsible Parties report financially and programmatically to the Implementing Partner of the AWP. The various reports are consolidated to one by the Implementing Partner, on a quarterly basis. As per the previous chapters, the Implementing Partner is guided by the AWP and prepares its Quarterly Progress Reports for endorsement by the AWP Steering Committee.

This committee is made up of senior representatives from the Department of National Planning and Monitoring, the Implementing Partner as signatory of the AWP, the UN ExCom Agency as signatory of the AWP, the beneficiaries and the donors. The Department of National Planning and Monitoring is the overall Government Coordinating Authority of the UNCP Action Plan and has indicated that it wants to be part of each of the AWP Steering Committees.

The Annual Work Plan Steering Committee endorses the 5-Year Strategic Plan and the AWP and oversees the implementation, monitoring and evaluation of the respective AWP. The committee ensures that progress is made towards achieving results and extends guidance on alleviating any programme bottlenecks that may occur.

It reviews and approves Quarterly as well as Annual Progress Reports, and contributes to the design, implementation of the Mid-Term and Final Evaluation of the intermediate outcome.

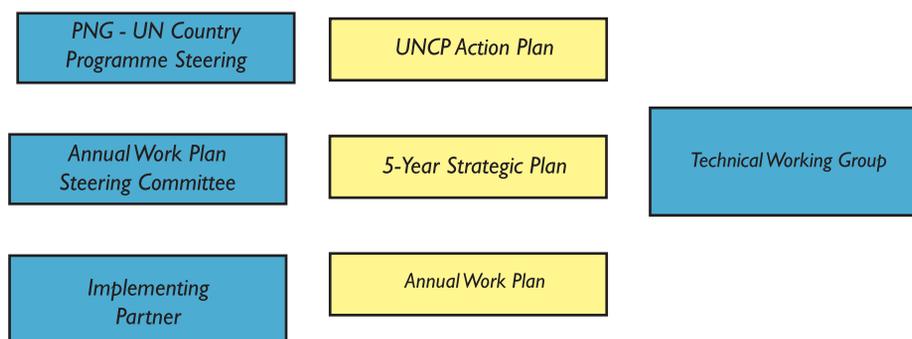


Port Moresby Port

The UNCP Action Plan Annual Progress Report which is to reflect and analyze the results of all intermediate outcomes (and AWP), is prepared by the M&E Specialist of the UN Coordination Office, and endorsed by the UN Country Team for submission to the highest authority of the UNCP Action Plan: the PNG-UN Country Programme Steering Committee.

The Papua New Guinea UN Country Programme Steering Committee is headed by the Secretary of the Department of National Planning and Monitoring and further comprises of Senior Representatives of relevant Government Departments, the Resident Coordinator and Heads of UN Agencies. The committee has maximum authority and provides oversight and direction, and as such has the power to alter, change, and make more relevant the UN Programming. Informed by the overall Annual Progress Report, this committee will meet at the end of every year to conduct a joint review of the performance of the country programme.

The timing of this meeting will aligned with the Government's planning cycle.



External coordination mechanisms

WHO: “Delivering as One” while maintaining its specific mandate

WHO is a specialized agency in the UN family with its own governing body at both global and regional level. The PNG government represented by the Ministry of Health is an active participant in these governing bodies. The organization is committed to UN reform as expressed recently through resolutions at the Executive Board and World Health Assembly. While ‘Delivering as One’ strives towards working more efficiently and effectively in line with the country priorities, it is important to preserve the UN’s richness and diversity in order for the specialized agencies to fulfil their specific mandates.

WHO traditionally works closely with the Ministry of Health and National Department of Health (NDOH). One of its main functions is to provide technical support based on best international practices to the national health programs. This is done in close cooperation with other development partners and is based on the National Health Plan 2000-2010, NDOH Medium Term Expenditure Framework and the sector-wide approach in the health sector. The Country Cooperation Strategy 2005-2009 is the medium-term strategic framework that defines WHO’s strategic agenda in PNG and guides WHO’s work and orients its result based work plans. WHO’s office is located in the NDOH office emphasizing the close day-to-day cooperation with the national counterparts. In accord with the principles of the Paris declaration on aid effectiveness, WHO utilizes a programmatic approach in support of the national health programmes.

The importance of health as a key factor of development is widely acknowledged and is central to achieving the MDGs in PNG. While acknowledging that the Department of National Planning and Monitoring is the Government Coordinating Authority of the UNCP Action Plan, it is recognised that the National Department of Health has a critical role for fulfilling the responsibilities in relation to health related MDGs. The UNCP is based on themes organized around sectoral as well as overarching and cross-cutting issues.

A more effective UN will recognize and address the existing national sectoral plans, coordination and partnership mechanisms. WHO is the agency that represents leadership in the area of health and is well placed to ensure that the UN system is working effectively with other partners in supporting the health sector to achieve the health related MDGs.

The PNG-UN Country Programme Steering Committee will identify key priorities, formulate recommendations and review lessons learned generated by the Mid-Term Review and draw lessons from the Final Evaluation and be in a position to play a key role in the coordination and preparation for the next Country Programme.

The PNG-UN Country Programme Steering Committee is also the committee that monitors the progress of the overall UNCP vis-à-vis the national goals, such as those defined in the MTDS. This includes MDG monitoring as well as monitoring of programme activities (performance monitoring). The overall UNCP and the UNCP Action Plan, will be evaluated by the end of 2009 (Mid-Term Review) and again in 2012 (Final Evaluation).

The timing and sequence of intermediate outcome evaluations allow for results to feed into the overall UN Country Programme evaluation (Mid-Term and Final).

In addition, it is envisaged that the Mid-Term Review of the Government’s MTDS (2005-2010) will inform the review of the UNCP Action Plan so as to seek maximum relevance and alignment with national priorities.

Another important team is the Technical Working Group, which functions like an external advisory committee at the intermediate outcome level. The Technical Working Group meets quarterly and is made up of the representative(s) of the Implementing Partner, representatives of relevant UN Agencies, as well as a representation from stakeholders and development partners. There are no decision-making powers with this group, but the Technical Working Group represents an important sounding board for the Task Teams and ensures donor coordination and alignment with national policies and strategies.

Lessons learned and challenges ahead

This section will briefly reflect on some of the lesson learned and identify some of the challenges ahead.

Initial extra work load

Lessons learned:

Like all change processes, the unifying process to design and implement management arrangements that allow for 'Delivering as One', is an evolving process which takes time and effort, hence involves an additional work load for all managers and staff members.

Challenges ahead:

How can we design the process in such a way that we do not overload management and staff members and ensure that efforts are results-oriented and proportionally joined by tangible results and benefits?

Performance assessments of staff

Lessons learned:

The aim of bringing the UN Agencies together can only succeed if every staff member is proportionally tasked to 'Deliver as One' and finds his/her own performance assessed accordingly. Whereas the performance assessments can not be integrated yet (as per HR mission August 2007), the UN Country Team has come up with a 'matrix-model' which guides the arrangements in the interim.

Challenges ahead:

With the current management arrangements (i.e. coordination mechanisms in place), how can we work towards inter-agency performance assessments?

Communication

Lessons learned:

The management arrangements of the UNCP Action Plan are designed to ensure a multi-layered system that allows for a horizontal and vertical flow of information. Whereas the system and the structure is put in place, due time and effort is required to guide the implementation and facilitate an enabling environment for information sharing (e.g. from Task Team Leaders to Task Team Members). For instance, Task Team Leaders through their membership of the PCC have the responsibilities to inform their Task Team Members about relevant subjects discussed in the PCC. In addition, whereas the internal structures have been put in place, much remains to be done with regard to external coordination mechanisms.

Challenges ahead:

How can the UN Country Team encourage and facilitate horizontal and vertical communication, with emphasis on the latter? Will a News Letter simply be viewed as extra work or would it be worth it? Are 'Town Hall' meetings sufficient to keep all staff abreast of developments, or is there a need for increased attention for UN Reform during staff meetings, a regular update via email from the RC, more articulate guidance from respective supervisors? Can we continue with Task Teams deciding on their own approach on a case-by-case basis or do we encourage a more systematic approach to align teams? What are the needs for external communication?

	Responsible to	Accountable to
Task Team Leader	Programme Coordinating Committee	Head of his/her Agency
Task Team Members	Task Team Leader	Head of his/her Agency
Head of Programme	Programme Coordinating Committee	Head of his/her Agency
Head of Agency	UN Country Team	Headquarters of his/her Agency

Ownership among national staff

Lessons learned:

In 2007, Staff Associations (made up of national and international staff) observed that national staff felt disconnected from the process, and that some feared for their jobs as a result of the ongoing process. To address these concerns, a special workshop was organized. This workshop provided a forum for staff to add value to the ongoing initiatives from a national staff perspective and several opportunities were identified. The workshop greatly increased the confidence among national staff that the reform initiatives were positive and also revealed that national staff were proud of the fact that PNG was taking a lead in UN reform initiatives.

Another result from this workshop was that the Staff Associations of each of the ExCom Agencies jointly started working towards a Federation of UN Staff Associations (FUNSA).

Challenges ahead:

The above inclusiveness of the process requires ongoing dedicated attention, how can this be done? Does it need an annual workshop, what role can FUNSA play once it has been launched? In this respect, could FUNSA be a sounding board to see whether communication is being done effectively and efficiently?

Capacity development

Lessons learned:

The current design emphasizes the important role of the Implementing Partner. However some Implementing Partners in Papua New Guinea have already indicated that they will not immediately be able to play the envisaged role. Policies and commitments like the HACT, the TCPR and the Paris Declaration clearly identify capacity development as the overarching development goal of all UN Country Teams. However, the UN System in Papua New Guinea finds that it is currently insufficiently equipped in terms of financial and human resources, to embark on comprehensive capacity development initiatives (including those stemming from the micro-assessment conducted in relation to the HACT). Given the above, comprehensive capacity development initiatives may initially evolve only in a moderate pace.

Challenges ahead:

How can the UN System obtain financial and technical support to gradually ensure their resources (human, financial and otherwise) better meet the requirements for implementing capacity development and ensure that Implementing Partners – at the end of the programme cycle – are substantively better equipped to manage their affairs?

Programme based versus projects

Lessons learned:

Underlining the spirit of the Paris Declaration on Aid Effectiveness, the UN System in Papua New Guinea endeavours to work towards national goals and priorities as well as using national systems and procedures. As articulated in the UNCP Action Plan, the UN System adopted the programme-based approach as a replacement for the earlier project approach. In some sectors (e.g. health) the Government has developed sector-wide approaches (SWAp) with relevant mechanisms in place to oversee and direct the implementation.

Challenges ahead:

How can the UN System in Papua New Guinea further reduce the number of AWP¹⁵? How can the UN System have one single AWP outlining the programme activities of the entire UN System as a contribution to national programme-based – or sector-wide approaches led by the Government?

¹⁵There are currently 25 Annual Work Plans in support of 16 intermediate outcomes.

Responsible parties

Lessons learned:

Already some Implementing Partners have indicated that they will delegate responsibilities to Responsible Parties. At the same time, some UN Agencies have indicated that they fear that the Implementing Partners could become bottlenecks for implementation (especially with regard to their activities in the provinces) unless weaknesses are circumvented or addressed. The legal arrangements between the Implementing Partners and the Responsible Parties are agency-specific (hardly referred to in the overall documentation of the HACT). In some instances, Agencies are emphasizing the role of Responsible Parties, with the risk to have less attention for the capacity development needs of the Implementing Partners. Whereas the HACT is dedicated to strengthen and monitor the Implementing Partner, the UN Country Team in Papua New Guinea finds itself grappling with the design of a legal and or policy framework, which would guide project activities (including assurance) at the level of Responsible Parties.

Challenges ahead:

Whereas the agreement between the Implementing Partner and the Responsible Party is Agency specific – how can we include practical transitional measures to encourage and support the Implementing Partner to increasingly take on the management of resources and the achievement of defined outputs, including the coordination of Responsible Parties?

Operations

Lessons learned:

To deliver the outputs defined in the UNCP Action Plan, the operational services within the UN are crucial, especially when bearing in mind that the HACT is scheduled to start on the 1 January 2008 with a full roll-out completed by 1 January 2009.

All ExCom Agencies are expected to abandon the systems of checks and controls and replace these with an approach of risk mitigation. There is a need to gradually develop the capacities of the operations team and therefore strategies are being developed to have one UN Operations Team – perhaps headed by a UN Operations Advisor. At the same time a need has been identified that some of the services provided by the operations teams, need to be professionalized.

Challenges ahead:

What is the best way to establish a joint operations team and how should it be managed, should this team report to the UN Resident Coordinator, to HoAs or should operations be outsourced where possible, or should the UN Coordination Office run a common UN operations service centre? How can the UN Country Team best facilitate and fund the professionalization of existing services?

One UN fund

Lessons learned:

To further the spirit of 'Delivering as One' the One UN Fund has been identified as a logical next step. This fund would allow increased flexibility to fund less 'popular' sections of the UN Country Programme (especially important in a country where there are very few donors) and substantiate a joint budgetary framework. It would also further simplify reporting obligations and reduce transaction (costs). To explore options, communication with relevant colleagues from HQs and UNDG are ongoing.

Challenges ahead:

How can we establish a One UN Fund? What will be some of the initial steps and which alternatives work best in our local context?

Annex I

Time line of events...

2003

Global developments ...

February 2003

High level Forum on Harmonisation in Rome; Leaders of the major multilateral development banks and international and bilateral organizations, and donor recipient country representatives gathered in Rome for the High-Level Forum on Harmonization (HLF Rome). They committed to take action to improve the management and effectiveness of aid and take stock of concrete progress before meeting again in early 2005. The Rome Declaration on Harmonization sets out an ambitious programme of activities to:

- a. ensure that harmonization efforts are adapted to the country context and that donor assistance is aligned with the development recipient's priorities,
- b. expand country-led efforts to streamline donor procedures and practices,
- c. review and identify ways to adapt institutions and countries' policies, procedures and practices to facilitate harmonization, and
- d. implement the good practices, principles and standards formulated by the development community as the foundation for harmonization.

Meanwhile in Papua New Guinea

May 2003

Invited UN Programme Staff participate in a training pertaining to Human Rights-Based Approach to programming.

October 2003

Common premise for all UN Agencies except WHO (which is offered space in the Department of Health, free of charge) and UNHCR.

2004

Global developments ...

February 2004

Marrakech Roundtable II on Managing for Development Results; representatives of > 50 countries and 20 international organizations, and major development organizations endorsed a joint memorandum with a set of core principles and an action plan. These are envisaged to serve as an initial foundation for building a broader consensus and taking effective action in the years to come. Core principles are:

- a. focus the dialogue on results,
- b. align actual programming, monitoring and evaluation activities with agreed expected results,
- c. keep the results reporting system as simple, cost-effective and user-friendly as possible,
- d. manage for not by results,
- e. use results information for management learning and decision making as well as for reporting and accountability.

June 2004

Common Country Assessment (CCA) and United Nations Development Assistance Framework (UNDAF) Guidelines of June 2004, stipulate that the "UNCT might decide to forego conducting a separate CCA in case it feels good analytical documents already exist in country or are about to be produced from ongoing processes". Giving UNCT's this flexibility was considered critical for their ability to capitalize on opportunities for UN interventions during crucial stages of the national development planning processes and not to be unduly hampered by strictly adhering to the UNDG guidelines.

17 December 2004

General Assembly adopts Resolution A/RES/59/250: Triennial Comprehensive Policy Review of operational Activities for development of the UN System'. This resolution emphasized that the purpose of reform is to make the UN development system more efficient and, it also requests the funds, programmes and specialized agencies to implement 'the Joint Office'. The 2004 TCPR of the UN General Assembly tasked the UN System to increase efforts to strengthen national capacity development strategies essential to achieving the MDGs, including the capacities need to manage different aid modalities.

Meanwhile in Papua New Guinea

November 2004

National Medium Term Development Strategy (2005-2010) completed – including 67 MDG indicators. The MTDS stipulates national priorities and highlights seven sectoral expenditure priorities:

1. Rehabilitation and maintenance of transport infrastructure;
2. Promotion of income-earning opportunities;
3. Basic education;
4. Development-oriented informal adult education;
5. Primary health care;
6. HIV/AIDS prevention;
7. Law and justice

December 2004

First MDG Report launched in Papua New Guinea.

2005

Global developments ...

March 2005

The Paris Declaration on Aid Effectiveness is signed; encompassing indicators pertaining to:

1. ownership;
2. alignment,
3. harmonization;
4. managing for results; and
5. mutual accountability.

The overall message was: 'Development Assistance works best when it is fully aligned with national priorities and needs' (as summarized by UNDG in their Action Plan to follow up on the Paris commitments).

11 May 2005

In compliance with the request of the General Assembly the Economic and Social Council (ECOSOC) submits a report on the Management Process for the implementation of GA's Resolution 59/250 and ECOSOC adopts Resolution E/2005/58.

September 2005

World Leaders at the World Summit 2005 request a number of landmark reports, of which the first was delivered in March 2006: "Investing in the UN: For a Stronger Organization Worldwide" (management of secretariat). In the second half of 2006, three other reports were completed

1. Comprehensive Review of Governance and Oversight,
2. UN Redesign Panel on the UN Internal Justice System and
3. the High Level Panel on System-Wide Coherence.

All three reports contain far reaching recommendations on key management processes and structures. Another major outcome of the World Summit was the world leaders resolving to integrate human rights policies and to support the further mainstreaming of human rights within the UN System.

Meanwhile in Papua New Guinea

October 2005

UN Country Team attends UN System Staff College's Early Warning and Preventive Measures workshop in Bangkok. The background to this project is the UN Secretary-General's report to the General Assembly entitled: "Renewing the United Nations: A Programme for Reform" (A/51/950 of 14 July 1997). As this report indicates, it is crucial to understand the root causes of the prevailing multifaceted crises. It is recognized that greater emphasis should be placed on timely and adequate early warning and preventive action.

December 2005

First of a series of annual Donor Consultation Forums held in Goroka in order to set an initial agenda towards localizing the Paris Declaration. This meeting was the first step towards strategic engagement of the Government with development partners on the basis of the Paris Agenda.

2006

Global developments ...

May 2006

United Nations Development Group drafts a document called "Beyond the Paris High-Level-Forum on Aid Effectiveness, Action Plan for the UNDG". The UNDG – itself created by SG as an instrument for UN Reform in 1997 to improve the effectiveness of the UN System in Development Cooperation – foresees the following areas of priority to turn the commitments made in Paris into practice:

- a. Putting National Planning processes such as PRSPs at the center of UN Country Programming,
- b. Strengthening National Capacities to promote Harmonization and Alignment and
- c. Increasing the use of national systems.

November 2006

Report of the Secretary-General's High-Level Panel on system-wide coherence of the United Nations called 'Delivering as One', is completed. The High Level Panel developed a set of recommendations based on five strategic directions:

- a. coherence and consolidation of UN Activities, in line with the principle of country ownership, at all levels (country, regional, headquarters);
- b. establishment of appropriate governance, managerial and funding mechanisms to empower and support consolidation, and link the performance and results of UN organizations to funding;
- c. overhaul of business practices of the UN System to ensure focus on outcomes, responsiveness to needs and delivery of results by the UN system, measured against the MDGs;
- d. ensure significant further opportunities for consolidation and effective delivery of One UN through an in-depth review;
- e. implementation should be undertaken with urgency, but not ill planned and hasty in a manner that could compromise permanent and effective change. 'One' is a central concept in the report, for instance stating that the UN needs to overcome its fragmentation and deliver as One through a stronger commitment to working together on the implementation of on strategy in the pursuit of one set of goals. At the country level, the recommendations include One UN, One Leader, One Programme, One Budget and where appropriate, One Office.

Meanwhile in Papua New Guinea

Feb 2006

Subsequent to a Regional CCA/UNDAF workshop in Fiji, the UN Country Team meets with Secretary of Planning and reaches an agreement to work towards the development of one UN Country Programme.

April 2006

UN System Staff College repeats Early Warning and Preventive Measures for UN PNG staff and key Government partners.

May 2006

'Base document for analysis' completed which includes an analysis of the key challenges PNG is facing and that need to be addressed during the new planning cycle. The document was prepared to guide discussion in the upcoming GoPNG Secretaries/ UN Country Team retreat and also replaced the Common Country Assessment (CCA) – following a decision that the CCA was no longer mandatory (June 2004).

May 2006

GoPNG Secretaries and UN Country Team Retreat to discuss the next UN Country Programming Cycle (2008-2012) and agree on overarching theme 'Partnership to enhance Nation Building'. The five priority areas for UN Support were identified as follows:

1. Governance and crisis management;
2. Gender;
3. Foundations for human development (health, education and child protection);
4. HIV and AIDS; and
5. Sustainable livelihoods and population.

June 2006

Strategic Planning Retreat to formulate the UN Country Programme, breaking down the five outcome areas into 16 intermediate outcomes and developing outputs for each.

July 2006

Preliminary selection by ExCom Regional Directors for Papua New Guinea to be one of the 20 countries to try out the One Office-model.

December 2006

United Nations Development Group (UNDG) issues 'Position Paper on Capacity Development', the paper is to outline a new framework for the UN's Work at the country level to enhance its contribution to national capacity development.

It presents key legislative background as well as current development thinking to guide UN's work.

The paper sets out the positioning framework and key roles for UN Country Teams to consider and it provides access to an initial set of tools and resources. Overall this paper helps Un Country Teams to 'unpack' capacity development into tangible components that offer best fits (rather than one-size-fits-all approaches). It includes a matrix of possible interventions as a practical tool for UN Country Teams to design their capacity development interventions.

August 2006

ExCom Agencies draft an internal discussion paper to outline some of the One UN principles, they agree to 'increase the coherence, efficiency and effectiveness of the UN by setting up a model for One UN in PNG, based on the unification of

- a. physical location;
- b. leadership;
- c. programme (the UNCP);
- d. budgets; and
- e. management practices.

October 2006

Donor Consultation Forum in Madang – where it was agreed that a Technical Working Group of key Government agencies and development partners will be established to operationalize and translate the Paris Declaration into the local context. The Technical Working Group will report to the Donor Consultation Forum on an annual basis. The Donor Consultation Forum also came up with a 'Plan of Action' and development partners agree to support the Government in reporting on the status of the implementation of the Paris Declaration.

December 2006

One UN Joint Office Retreat (Loloata) – meeting of Heads of ExCom Agencies to review and update the One UN Discussion Paper (see August 2006) and prepare PowerPoint presentation to outline its content to the Chair of the UNDG to highlight PNG progress on implementing UN Reform in a UN Meeting in Bangkok.

December 2006

In support of the joint UN Country Programme, the Government via the Secretary of Department of National Planning and Monitoring requests UNDP's Regional Bureau Director to waive the requirement of separate Country Programme Documents for the ExCom Agencies, Letter 18 December 2006.

2007

Global developments ...

February 2007

Hanoi Roundtable III on Managing for Development Results; Government officials and development experts from more than 40 countries, from donor agencies, private companies and NGOs concluded third Roundtable on Managing for Development Results in Hanoi. The participants called for stronger action to improve the number and the quality of development results achieved with countries' own public funds and with international aid. The Hanoi Roundtable reaffirmed the importance of the Paris Declaration of Aid Effectiveness (2005).

February 2007

Revised CCA/UNDAF guidelines from UN DGO are released and recognize five core principles in the developing the UN common country programmes: human rights, gender equality, environmental sustainability, results based management and capacity development.

September 2007

General Assembly conducts Triennial Comprehensive Policy Review of Operational Activities of UN Development system (2007 TCPR reviews the full implementation of the GA resolution 59/250 of December 2004). The analytical framework for the 2007 TCPR is a) enhanced development impact of the United Nations development system – national ownership and leadership, building national capacities to eradicate poverty, pursue sustained economic growth and sustainable development, and achieve the internationally agreed development goals including the MDGs b) improved functioning of UN development system and c) increased supply and improved management of resources (funding and human resources).

Meanwhile in Papua New Guinea

January 2007

Minister of Foreign Affairs writes to Chairman of the UNDG to request for PNG to be one of the pilot countries ('the Pacific Pilot'), Letter 8 January 2007 from Hon. Paul Tiensten to UNDG Chairman Kemal Dervis.

January 2007

Letter from the Chairman of the UNDG Executive Board to invite PNG to be part of the second round of pilots (expected in 2008) Letter 30 January 2007 from Kemal Dervis to Hon. Paul Tiensten.

January 2007

RC travels to meet with Regional Bureau Director and presents Power Point on 'Delivering as One' as prepared during the Joint Office Retreat (see December 2006). Although PNG was not selected as One UN Pilot country, PNG was given encouragement and offers of support towards the UN Country Team's efforts to become a Joint office.

February 2007

UN Team Building Retreat – to discuss a) how to include non-ExCom Agencies, b) proposed office structure and implications, c) draft RC Office structure and d) brainstorming on management arrangements including matrix management of staff to support intermediate outcome areas.

April 2007

Executive board secretariats and bureaus agree that ExCom Agencies can post the one UNCP for PNG instead of a standard UNDAF, but that despite an attempt to submit a common Country Programme Document (CPD) they must still present separate CPDs to their respective boards.

May 2007

Joint workshop with Government, UN staff and PNG 'visionaries' to conceptualize Nation Building. The workshop came up with 4 main principles to guide the overall programme strategy. The principles also guided the development of Nation Building indicators at the intermediate Action Plan (later called the UNCP Action Plan).

June 2007

The UNICEF and the UNDP/UNFPA Executive Boards approve the agency-specific Country Programme Documents (as requested in April). The Boards regretted they were not able to accept a common CPD and strongly commended the ExCom agencies for their efforts on UN Reform.

July 2007

Government nominates focal point for the Harmonized Approach to Cash Transfers, Ms. Nino Seruva, Deputy Secretary of Ministry of Treasury.

July 2007

Harmonized Approach to Cash Transfer - Macro Assessment Report completed and approved.

July 2007

Central Agencies Coordinating Committee (CACC)/National Executive Council endorse UNCP. Government (Minister of Finance, National Planning and Monitoring) and UN RC (Dr. Jacqui Badcock on behalf of the UN System) sign the UN Country Programme.

July 2007

Task Teams start to refine the programme strategy by developing 5-Year Strategic Plans for each of the intermediate outcomes.

July 2007

The Staff Associations of UNICEF, UNDP and UNFPA convene a one day workshop to add value to the reform process in PNG and discuss the process from a 'national staff perspective'. Several opportunities were identified, including the option of having a 'Federation of UN Staff Associations' (FUNSA).

July/August 2007

Mission on 'Organizational Structure and Management Support' – ExCom Agencies have HQ support coming in to support the mission and determine conditions for matrix management.

August 2007

Start of process to develop a Common Country Programme Action Plan (C-CPAP) – installing a C-CPAP committee and discussing format and guidelines received from HQ.

August 2007

1st Harmonized Approach to Cash Transfer Orientation Workshop with Implementing Partners; achieved the 'go-ahead' to proceed to tender micro-assessments to be conducted on the participating Government Departments.

August/September 2007

Task Teams continue to work on their 5-Year Strategic Plans per intermediate outcome and submit these plans to colleagues from the off-shore agencies in order to obtain their comments and suggestions. Task Teams also prepare a brief description of their respective intermediate outcomes to be included in the C-CPAP, later called the UNCP Action Plan.

September 2007

UN Country Team agrees to pool resources that the intermediate outcome Level and identify and agree on which Agencies will provide the Task Team Leader for which and also identify main Implementing Partners.

September 2007

Draft Resource Mobilization Strategy completed and Heads of ExCom Agencies have very promising bilateral meetings with key Donors who express willingness and/or interest to contribute funds to boost reform efforts once a strategy is documented.

October 2007

PNG-UN Country Programme Steering Committee (Secretaries + UN Country Team) endorses the draft UNCP Action Plan and suggests to organize a signing ceremony in early December 2007 (Meeting 9 October 2007).

October 2007

Task Teams start developing their Annual Work Plans in consultation with partners, both Implementing Partners and Responsible Parties. Likewise, Technical Working Groups – with an advisory role vis-a-vis the intermediate outcome – are identified for each of the intermediate outcomes.

October 2007

Technical Working Group on Aid Effectiveness prepared a draft document to outline 'Joint commitment of Principles and Actions between the Government and Development Partners' in PNG. The purpose of this document is to localise the Paris Declaration on Aid Effectiveness, aiming to give meaning to the principles in the Declaration within PNG and set monitorable targets and actions to improve aid effectiveness over the period 2007 to 2012 and beyond. Signing ceremony expected towards the end of 2007.

November 2007

2nd Harmonized Approach to Cash Transfer Orientation Workshop with remaining Implementing Partners and nominated NGO Partners.

December 2007

UNCP Action Plan is signed by the UN and the Department of National Planning and Monitoring.

December 2007

Third Donor Consultation Forum in Kavieng is postponed to February 2008.

Annex 2

EXTERNAL

PNG UN Country Programme Steering Committee

Membership:	Department Secretaries, UN Resident Coordinator and Heads of Agencies
Meetings based on:	UNCP Action Plan
Meeting schedule:	Minimum once a year (annual review)
Minutes shared with:	All members of PNG UN Country Programme Steering Committee, all members of the Task Teams

Annual Work Plan Steering Committee

Membership:	Senior Representatives of the AWP Signatories, beneficiaries and donors
Meetings based on:	Annual Work Plan
Meeting schedule:	Quarterly
Minutes shared with:	All members of the Annual Work Plan Steering Committee, and members of the relevant Task Team

Technical Working Groups

Membership:	Signatories of the Annual Work Plan and stakeholders
Meetings based on:	Annual Work Plan (and 5-year Strategic Plans)
Meeting schedule:	Quarterly
Minutes shared with:	All members of the Technical Working Group, members of relevant Task Team, HoA of signing ExCom Agency and HoA of Agency that provides Task Team Leader (if different). Department of National Planning and Monitoring is the Executive Coordinating Agency and is part of all Annual Work Plan Steering Committees as well as chairing the PNG UN Country Programme Steering Committee.

INTERNAL

UN Country Team	
Membership:	Resident Coordinator and Heads of Agencies
Meetings based on:	UNCP Action Plan
Meeting schedule:	Quarterly & annual review (plus regular monthly meetings)
Minutes shared with:	All members of the UN Country Team, also relevant sections shared with members of the PCC, Task Teams are individual staff members.
Programme Coordination Committee	
Membership:	Task Team Leaders and Heads of Programme
Meetings based on:	Task Team Leaders and Heads of Programme
Meeting schedule:	Monthly
Minutes shared with:	All members of the PCC, members of all Task Teams.
UN Task Teams	
Membership:	Task Team Leader and Staff Members of relevant UN Agencies
Meetings based on:	Annual Work Plan (and 5-year Strategic Plans)
Meeting schedule:	Monthly
Minutes shared with:	<p>All members of the Task Team, HoA of signing ExCom Agency and HoA of Agency that provides Task Team Leader (if different).</p> <p>UN Coordination Office (UNCO) provides the secretariat for the UN Country Team and the PCC and administers their minutes accordingly. In addition, UNCO provides administrative, technical and logistical support to the UNCT, the PCC and the UN Task Teams as and where requested.</p>

