



GOVERNMENT OF PAPUA NEW GUINEA

One UN in Papua New Guinea

The way forward (2009 – 2010)



This paper builds on the December 2006 Discussion Paper on One UN. It renews the commitment of the Government of Papua New Guinea to the One UN process and outlines the foreseen role of the United Nations in the work towards the implementation of the PNG Commitment on Aid Effectiveness and the achievement of the localized Millennium Development Goals (MDGs) and targets.

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Foreword

It is with great pleasure that I present my Government's vision for the One UN action in Papua New Guinea. It is a bold and ambitious statement that will assure the United Nations align with our Medium and Long Term Development Strategies and assist us effectively towards achieving the localized millennium development goals.

Papua New Guinea takes this giant task very serious and I am therefore particularly pleased to inform that, for the first time in the history of our young nation, the Government's development budget, standing at Kina 1.3 billion in 2009, exceeds the total Official Development Assistant (ODA) contribution from the development partners working in PNG. This is a reflection of the overall stability and prosperity Papua New Guinea is achieving, which should reflect on the strengthening of its own indigenous capacities to promote its national development.

My Government is acutely aware it will need to continue to team with its development partners, faith based organizations and other civil society organizations to ramp up the service delivery to its citizens. This development budget, where we use our windfall revenue resulting from prudent fiscal discipline and careful macroeconomic management in combination with high prices of PNG's export commodities will provide the necessary funding to do so. Yet, the global recession poses some new challenges we need to anticipate and redress.

The localized Paris Declaration, "PNG Commitment on Aid Effectiveness", provides the foundations for our collaboration with the other development partners, both bi- and multilateral. It is our wish that the way we work with the United Nations, the One UN PNG model, sets the example for our relations with the other development partners.

The One UN model in PNG is home grown, thought out for use in PNG and, if fully implemented, will have the potential to significantly enhance UN efficiency and effectiveness in PNG. We hope other countries can benefit from our experience, as we have benefited from their thinking in designing One UN in Papua New Guinea.

We see the United Nations as a key partner to assist us in stepping up our South-South collaboration work, where Papua New Guinea gives to and receives cooperation from other nations in the Asia and the Pacific and other continents from the South.

The One UN Model brings to PNG much more than financial resources. United Nations Agencies are repositories of global development knowledge and best practices. They also provide political neutrality in their interventions, and have a rooted respect for national ownership over aid programs, all of which are components the Government of Papua New Guinea values dearly.



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Honourable Paul Tiensten,
Minister for National Planning and District Development
Government of Papua New Guinea

Introduction by Secretary Lelang

The One UN experience in Papua New Guinea is something we all can feel proud of. It is a lively demonstration of what aid effectiveness should be about: government ownership, donor harmonization, alignment around nationally-owned development strategies, and management for development results. Not the least, it is a reflection of the outstanding working relationship our Government has been able to build with the United Nations agencies acting under the One UN umbrella.

Pride does cloud our humbleness: we are aware that the path leading towards aid effectiveness is still long and far for our young country. But we are certain that success will be the result of a progressive process, and that the One UN is a solid foundation and a source of significant inspiration to reach our destination.

The importance of the One UN process goes far beyond operational considerations and cost-effectiveness: the United Nations is the point-of-reference of our existence as a global community, and it is in the best interest of Papua New Guinea and of all other international actors to promote its reform and effective responsiveness to the challenges of our times. By promoting a more effective performance of the UN within our own country we are also contributing to reform the UN System globally. Despite being a small, young and yet quite poor nation, we have become one of the leaders in the world promoting the UN harmonization under the One UN framework, which again, is part of the broader UN reform agenda. We hope our experience may help other countries progress in the same path.

The publication of *One UN in Papua New Guinea The way forward (2009 – 2010)* serves the dual purpose of reminding ourselves in Government and within the One UN participating agencies on the action plan we have set for ourselves; also, it allows us to share our achievements and dreams with the rest of the international community.

Mr. Joseph Lelang
Secretary of the Department of National Planning
and Monitoring
Government of Papua New Guinea

The context

On July 2nd, 2008, the Government of Papua New Guinea and the development partners signed the PNG Commitment on Aid Effectiveness. While the Commitment is fully in line with the Paris Declaration, it contains various additions of importance for the PNG context. Among these are two protocols for incoming missions and for technical assistance. In the Joint Technical Working Group on Aid Effectiveness, the Government and the development partners monitor the implementation of the Commitment, through annual action plans with clear indicators.

The aid architecture in PNG is steadily evolving. The main forum is the Annual Government and development partner meeting to which the above working group provides the secretariat. The working group has agreed on three sub-committees:

- The monitoring committee
- The performance management committee
- The MDGs committee

In addition, there is joint on-going work on south-south cooperation and capacity development.

In October 2008, the Government of Papua New Guinea and faith based organizations signed the Commitment for the Human Dignity of all Papua New Guineans to set the foundations for a more productive engagement between faith-based organizations and the State of Papua New Guinea, and agreed on guiding principles for the joint work in support of the important role played by the faith based organizations in service delivery nation-wide.

These commitments, as well as the South-South Cooperation strategy that the Government will produce in 2009, constitute the national and international partnerships needed to accelerate the national, provincial and local work on achieving the MDGs.

The United Nations is key in all these partnerships, be it as a signatory, implementer, coordinator or as a facilitator. The Government of Papua New Guinea recognizes the One UN comparative advantages as an effective, responsive and reliable development partner.

This document outlines the vision of the Government of Papua New Guinea on the United Nations' work in Papua New Guinea. There is a clear decision by the Government that the presence, incidence and outreach of the United Nations needs to increase and that the One UN approach, kick started with the formulation and implementation of the UN Country Programme, is key in achieving this goal.

The process of the elaboration of the UN Country Programme is exemplary on how the Government sees ownership, alignment, harmonization, mutual accountability and managing for results operationalized.

This process should be widened and eventually the Government and all development partners should agree on a joint planning process that defines how the development partners collectively contribute to achievement of the Medium and Long Term Development Strategies.

The United Nations in PNG

The United Nations has a special contribution to make to the achievement of Papua New Guinea's growth and development objectives. This contribution is not primarily financial. It is as standard setter, policy adviser, capacity builder, implementation supporter, coordination specialist, and catalyst – including of new approaches at the grass roots level that can lead to systemic and national change. The MDGs provide the basis of our strategic positioning and support for national development plans.

United Nations Reform in PNG

Major changes in the aid environment following the Paris Declaration and the Accra Action Agenda on Aid Effectiveness changed the aid environment in Papua New Guinea. The United Nations System has suffered in the past from fragmentation in policy development and implementation, insufficient alignment between United Nations agency policies, strategies and implementation structures, and differing, complex management structures. The quality of programme and operational support of donors, including the United Nations, in some cases has been affected; there is certainly scope for improvement and consolidation.

In response to these challenges and opportunities, and responding to the General Assemblies' TCPRI resolutions in 2004 and 2007, the United Nations in PNG, together with government, has pro-actively taken up the challenges of the United Nations Reform. These efforts resulted in new innovative approaches to programme design and service delivery in support of Papua New Guinea's development priorities as outlined in the Medium Term Development Strategy (MTDS). In order to ensure national ownership of the United Nations programme, the government co-chairs the United Nations Steering Committee that oversees the progress and resource allocation to United Nations programme results. These Reform measures support government in their aid coordination and harmonization efforts and therefore help the people of Papua New Guinea achieve the development goals as outlined in the MDGs.

The future of the United Nations in PNG

Papua New Guinea attaches a great deal of importance to its membership of the United Nations, to the relationship with the United Nations in country and to the development impact the United Nations Agencies have.

The United Nations is the ideal partner for the provision of technical assistance and expertise, to provide access to regional and international best practice and to advocate on key development and humanitarian issues, as per its mandate agreed in the General Assembly and other United Nations fora.

While the financial contribution the United Nations provides to Papua New Guinea is appreciated, the Government does not see this as the primary role of the organization, especially in light of the growing capacity of the Government to invest its own resources in national development tasks, and its wish to gradually

¹ The Tri Annual Comprehensive Policy Review (TCPRI) is a tri-annual resolution of the UN General Assembly reviewing achievements and providing policy guidance for the UN System.

graduate from official development assistance. Papua New Guinea is a proud member of the United Nations, and highly values the multinational technical expertise of its agencies, their development knowledge gathered all across the world, as well as their plurality and political neutrality. Thus, we have been able to develop and will continue nurturing a relationship based on mutual respect, the knowledgeable idealism of the United Nations agencies' officers, and their responsiveness to national needs and strategies.

Papua New Guinea needs a strong United Nations as a key partner for development that acts as One and operates efficiently and effectively. For this the Government would like to see accelerated progress in what is internally known as the "One's", described below.

One Programme

Fully aligned with the current MTDS and the Upcoming Long Term Development Strategy, the One United Nations Country Programme process, led and directed by the Government, will guide the Government in future similar endeavours.

The process will be replicated for the joint Government and development partner planning process, where the Government intends to negotiate one programme document with all development partners in PNG that will be aligned with the Long and Medium Term Development Strategies. The United Nations is to play a key coordinating role in this process that will result in a limited number of outcome areas in which the development partners participate, based on their comparative advantage. It is important to make sure that we are not over-ambitious with our goals, but design realistic, achievable development results that we can truly commit ourselves to. For the process to be meaningful, the performance management committee will agree on a common conceptual framework for measuring results and monitor and evaluate the results using national systems once they have reached a predetermined standard. The earlier mentioned strategy on South-South Cooperation will further support this One Programme.

One Fund

The Government wishes the United Nations to spread its wings and actively engage at the sub-national levels, initially in a limited number of provinces, eventually in all provinces focusing on the achievement of the millennium development goals and some key governance areas. The focus should be on capacity development and facilitating south-south cooperation. In addition it is expected that the United Nations becomes a key partner for upstream policy advice on all aspects of its mandate.

For this purpose, a One UN Fund needs to be established that will mobilize the necessary resources to achieve this goal. The Government will chair the steering committee where together with the United Nations and "donors" agreement is reached on priority interventions.

One UN Operations

Being a country with scarce financial resources in the context of huge challenges, we would encourage the United Nations agencies working in PNG to rationalize and join their operations into one, thereby releasing resources for key development activities. The Government appreciates that many of the required solutions need to be agreed at the international level and will assure that its missions and Embassies will continue to lead in advocating for the improvement of the efficiency of the United Nations operations in-country.

One UN Haus

The Government has allotted a significant plot of land, in the vicinity of the Vulupindi Haus, for the construction of the UN Haus. It would like to see all United Nations agencies² move to this One UN Haus. The Government will actively lobby the head quarters of those key agencies that have not opened offices in Papua New Guinea. Among others, the Government would like to see progress in 2009 and 2010 with the International Labor Organization, the Food and Agricultural Organization and UNESCO.

² With the possible exception of WHO for which the Department of Health provides free accommodation

The Action Agenda for 2009

The Government of Papua New Guinea proposes a five point Action Agenda for 2009 to advance and accelerate the implementation of One UN in Papua New Guinea as presented in Box 1.

1. Establish the One UN Fund. The Fund should have a focus on the implementation of the One UN programme. A modest amount of resources should be set aside to operationalize One UN Operations.
2. As a first step towards an agency wide One UN Operations, establish One UN Operations for UNICEF, UNFPA and UNDP. The Government of Papua New Guinea will assure One UN operations is discussed at the level of the boards of the respective United Nations agencies.
3. The One UN results-based management strategy is to be sustained and expanded with a view to contribute to the implementation of aid effectiveness principles and technically support the design of Government's own conceptual framework for measuring realistic and specific results identified in the national development strategies.
4. With the assistance of the United Nations and key development partners, define the national South-South Cooperation strategy.
5. Agree on the location of the One UN Haus and design the building by early 2010