

Evaluation of the Commonwealth Secretariat's Support to Papua New Guinea, 2013/14 – 2016/17

Final Report

16 February 2019



The Commonwealth

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Acronyms

ACP	African, Caribbean and Pacific group of states
APEC	Asia-Pacific Economic Cooperation
BTOR	back to office report
CCEAM	Commonwealth Council for Education Administration and Management
CCEM	Conference of Commonwealth Education Ministers
CEN	Commonwealth Electoral Network
CFTC	Commonwealth Fund for Technical Co-operation
CHOGM	Commonwealth Heads of Government Meeting
CMAG	Commonwealth Ministerial Action Group
COMSEC	Commonwealth assessed contribution
CS-DRMS	Commonwealth Secretariat Debt Recording and Management System
CTG	Commonwealth Teachers' Group
CYP	Commonwealth Youth Programme
DAC	Development Assistance Committee
DeMPA	Debt Management Performance Assessment
DNPM	Department of National Planning and Monitoring
DSP 2030	Papua New Guinea Development Strategic Plan 2010-2030
DYD	Diploma in Youth Development
EFM	early and forced marriage
EMB	electoral management body
FIC	forum island country
IFSWF	International Forum of Sovereign Wealth Funds
ILO	International Labour Organisation
MSG	Melanesian Spearhead Group
NYDA	National Youth Development Authority
OCTA	Office of the Chief Trade Adviser
OECD	Organisation for Economic Co-operation and Development
PACER	Pacific Agreement on Closer Economic Relations
PCP	primary contact point (in-country liaison for mission)
PIF	Pacific Island Forum
PNG	Papua New Guinea
PSGU	Public Sector Governance Unit
SDG	Sustainable Development Goal

SPC	Secretariat for the Pacific Community
SPPD	Strategy Partnerships and Portfolio Division
SPREP	Secretariat of the Regional Environmental Programme
SRF	Strategic Results Framework
SWF	sovereign wealth fund
TVET	technical and vocational education and training
UK	United Kingdom
UN	United Nations
UNCLOS	United Nations Convention on the Law of the Sea
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations International Child Emergency Fund
UPR	Universal Periodic Review
YDI	Youth Development Index

Executive Summary

Overview

This report presents the findings of an evaluation conducted between May and October 2018 to assess the Commonwealth Secretariat's (hereafter referred to as the Secretariat) support to Papua New Guinea (PNG). The evaluation focuses on the strategic plan period of 2013/14–2016/17, but, for context, the report also incorporates historical data on the engagement between PNG and the Secretariat prior to 2013. This is the seventh in a series of country evaluations conducted by the Secretariat since 2012 and the third evaluation undertaken in the 2017/18–2021/22 strategic plan period.¹ It is the first formal evaluation conducted by the Secretariat in PNG.

The evaluation had two overarching objectives: (1) to act as an accountability mechanism to the Board of Governors, the Government of PNG and the broader Commonwealth community on the performance of the Secretariat's support to member countries; (2) to derive lessons that can be used to improve programming and can be applied to engage with other member countries.

The evaluation was primarily qualitative, and a case study approach was adopted to document the findings, in accordance with the Secretariat's results framework and the impact pathway.

Programme delivery

As a member of the Commonwealth, the Government of PNG makes a contribution to the three Commonwealth funds, as shown in Figure 1 in section 1.4: the Commonwealth assessed contribution (COMSEC); the Commonwealth Fund for Technical Co-operation (CFTC); and the Commonwealth Youth Programme (CYP). Over the four-year period of the strategic plan, PNG's total contribution amounted to £497,045 and the direct programme expenditure to PNG was £644,785. PNG contributed more than it received from the CFTC and the CYP, while the benefits it experienced from COMSEC outweighed its contributions.

Overall, 60 per cent of total expenditure was spent on the democracy programme regarding the 2016 election observation and the follow-up technical assistance for monitoring/implementation of

the recommendations. Thirty-three per cent of the expenditure was on economic development, particularly on trade governance and oceans governance. Youth expenditure was also low at 4 per cent, and this mainly comprised costs incurred for helping young people to participate in meetings. Spending on public institutions (1%) and small states (1%) was minimal and reflective of the travel costs incurred by staff members providing technical expertise to PNG. There was no spending on social development.

In the financial years 2014/15 and 2015/16, PNG did not make any financial contribution to the CFTC. This implied that PNG was in breach of Abuja Guidelines, which meant that no programmes could be implemented in PNG until it made a pledge. The breach of Abuja Guidelines significantly affected the start and implementation of several programmes in PNG. Requests were not responded to by the Secretariat, and programme implementation was halted, except where a waiver was secured from the Secretary-General. The Secretariat's technical staff engagement was limited during the time of the breach.

Programme relevance and effectiveness

The Secretariat's support to PNG is in direct response to requests received and in the light of PNG's agreement to participate in Commonwealth initiatives. In this regard, the evaluation assumes that all programmes delivered were relevant. Efforts were made by the Secretariat to meet PNG's various requests for technical assistance, despite the time when expenditure could not be approved because of PNG's breach of Abuja Guidelines.

Without a clear national theory of change for programme delivery, it is difficult to have a holistic picture of the contribution that the Secretariat is trying to make in PNG. The activities and projects are loosely tied to the strategic plan, but there is no clarity about how it is envisaged nationally. Basing activities on requests, as and when received, impedes visioning and visualisation of a national plan of action. Except for three programme areas (election management, trade governance and oceans governance) where there has been

consistent and in-depth engagement, all other areas seem very light and fragmented, calling into question their relevance to the delivery of the national development plan.

Out of the 12 sets of outputs assessed, only two were not delivered. Outcomes directly attributable to the Secretariat are most notable in the oceans governance programme. Other areas with steady progress include the trade programme and the elections programme. Public institutions and social development have made good progress, but the Secretariat's contribution is limited. There is no progress in the youth and small states programmes.

Highlights of outcomes/impact

Election management: the Secretariat was invited to observe elections in PNG over the years. Recent observations include the 2015 Autonomous Bougainville Government elections and the 2017 national elections. Technical support was provided by the Secretariat in the follow-up of recommendations. Recommendations from two international observer reports (the Commonwealth Observer Group and the European Union Expert Mission) were analysed by the PNG Electoral Commission and incorporated into the post-election review process. The PNG Election Commission developed a five-year corporate plan for 2018–2022, which outlined the key objective and the activities that the Commission was carrying out in preparation for the 2018 local-level government elections and 2022 national elections. Relevant recommendations from the Commonwealth Observer Group report were included in the corporate plan, addressing election administration, election evaluation, engagement with political parties and other stakeholders, electorates and boundaries, voter enrolment, civic education, gender and inclusivity. The Secretariat reaffirmed its willingness to work with the Electoral Commission to finalise the corporate plan and provide technical support to assist the Electoral Commission in implementing the plan.

Rule of law: the Secretariat collaborated with the PNG judiciary in organising a seminar on judicial independence and the Commonwealth (Latimer House) Principles and the judicial seminar 'court craft'. The Commonwealth connections based on common law, coupled with Commonwealth platforms, such as the Judges Forum, and formal and informal resource material sharing, have been

commended as a key source of information for the judiciary with regard to informed judgments. A notable example of the direct utilisation of Commonwealth resource materials was in the appointment of the Leadership Tribunal in PNG, when information from both the Secretariat and the United Kingdom (UK) courts was used and applied, particularly regarding terms and conditions. Notable cases handled by the Leadership Tribunal include the trial of a sitting judge and the current Prime Minister.

Maritime boundaries: the Secretariat provided technical support to PNG while it was establishing its maritime boundaries and governing legislation. As a result, PNG completed its submission to the UN Commission on the limits of the continental shelf once PNG's National Executive Council enacted a new law, the Maritime Zones Act 2015, that governs its maritime boundaries and other factors after repealing outdated legislation. The Maritime Zones Act replaced the National Seas Act 1977, the latter having failed to comply with international accepted standards for the technical and legal governance of oceans. The Maritime Zones Act came into force on 1 May 2017. In addition, the legislation for the implementation of the Maritime Act 2015 was drafted in 2015 and passed in 2017.

Commonwealth professional standards for teachers and school leaders: the Secretariat in partnership with the Commonwealth Council of Education Administration and Management (CCEAM) developed the Commonwealth professional standards for teachers and school leaders. PNG was one of the member country technical experts involved in the development. PNG took forward the framework and adapted it to national needs. The PNG National Quality School Standards Framework, which also incorporates leadership aspects, was developed. The framework was approved in 2017 and is currently being implemented by all schools in PNG. Training on the new framework was conducted for all school leaders. In support of the implementation, the government provided all teachers with tablets.

Early and forced child marriage: the Secretariat convened on 14-15 October 2013 for a Roundtable on Early and Forced Marriage, in partnership with Plan UK and the Royal Commonwealth Society. The Secretariat supported the participation of a PNG representative from the National Office of Child and Family Services, which is the custodian of statutory functions on child and family services. The PNG Child Welfare Act 2009 was under review at the time of the roundtable. The lessons and experiences taken from the Commonwealth roundtable 'helped influence work on the PNG Child Protection Act', as noted by the PNG representative. The PNG Child Protection Act, known as Lukautim Pikinini Act, was passed in 2015 and the regulations were passed in 2016. The Child Protection Policy 2017 (Lukautim Pikinini Policy), created to implement the Act, was approved in 2016 and is currently being implemented. Training manuals (three versions) and operational guidelines for child protection officers have been developed with support from the United Nations International Child Emergency Fund (UNICEF).

Lessons learnt

The involvement and commitment of experts from member countries in the development of toolkits and frameworks is more likely to ensure that toolkits/frameworks are utilised and the desired results are achieved, as demonstrated by the Commonwealth professional standards for teachers and school leaders, where a PNG expert's participation in the development helped to champion its implementation nationally.

The Secretariat's expert-led initiatives tend to lose momentum when the expert leaves the organisation and there is no handover or organisational direction to complete the work that has started. All initiatives, including both innovative and ongoing programmes, need to be grounded and owned by the Secretariat but not dependent on a technical expert delivering the programme.

The Commonwealth's profile in programme delivery is limited at activity level to press releases on high-visibility engagements, such as programme launches and the Secretary-General's visits to member countries, unlike the holistic programming being delivered in member countries and the change the Secretariat intends to contribute to. This observation implies that the Secretariat's visibility is determined on a case-by-case basis and

that the member country does not have a complete picture of how the Commonwealth is supporting the national development plan. Commonwealth engagement needs to address longer-term change in a holistic manner and should be consistently communicated to both member country leaders and development partners.

Recommendations

Strategic plan transitions: the transition from one strategic plan to another should take into account ongoing projects and the implications of stopping any ongoing projects in a member country.

Strategic direction in programme delivery: all initiatives and programmes delivered need to be grounded within the Secretariat's strategic plan and vision, as well as being fully aligned to the national development goals and strategies of the member states.

Abuja Guidelines: country reports need to be produced regularly so that member countries can appreciate the programmes being implemented and the value of the CFTC's contribution to the country. This would help prove the relevance of the CFTC to the development needs of the country and encourage timely pledges and contributions.

Country focus in programme planning and delivery: a country focus needs to be inbuilt in programming at the strategic level (such as the delivery plan), and a national programme delivery approach or strategy that is linked to the priority needs of the member country needs to be established. This should be reflected in the depth of programme delivery and engagement in the selected areas. In addition, a country-designated focal point needs to be established within the Secretariat to map out all engagements with the member country, update progress on implementation and draw attention to gaps and successes.

Technical assistance: when considering a regional approach to technical assistance, a balance should be taken into account while targeting member countries. Countries such as PNG, which are larger in comparison, should be targeted, where necessary, with a resident expert.

International relations versus national

coordination: the Secretariat's programme delivery in a member country needs to be co-ordinated both at the diplomatic level (the ministry in-charge of international affairs) and at the programmatic level (the ministry in-charge of national planning and coordination) to ensure that the Secretariat's input is both responsive and reflective of national priorities and highlighted in national reports.

Follow-up, monitoring and evaluation: country-level data/information collection as part of monitoring and evaluation needs to be embedded in all field missions, and information from back-to-office-reports needs to be compiled in a central country database.

1. Introduction and Context

1.1 Introduction

This report presents the findings of an evaluation conducted in 2018 to assess the Commonwealth Secretariat's (hereafter referred to as the Secretariat) support to Papua New Guinea (PNG). The evaluation focuses on the strategic plan period of 2013/14–2016/17, but, for context, the report also incorporates historical data on the engagement between PNG and the Secretariat prior to 2013.

This is the seventh in a series of country evaluations conducted by the Secretariat and the third evaluation undertaken in the 2017/18–2021/22 strategic plan period.² It is the first formal evaluation conducted by the Secretariat in PNG. Country evaluations are a core element of the Secretariat's evaluation programme, as they respond to member countries' need for more detailed country-based information. Selection criteria for country evaluations include resources disbursed, number of projects, diversity of projects and regional representation.³ Lessons from the country evaluations will provide an in-depth and holistic picture of the Secretariat's programmes supporting strategic planning, organisational learning and accountability to member countries. They will also inform the Secretariat's understanding of how it has engaged with countries across the six pillars in the strategic plan, including a value for money analysis.

Evaluation objectives

The evaluation had two overarching objectives: (1) to act as an accountability mechanism to the Board of Governors, the Government of PNG and the broader Commonwealth community on the performance of the Secretariat's support to member countries; (2) to derive lessons that can be used to improve effectiveness and programming in member countries.

Using the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC) evaluation criteria, the country evaluation assessed the relevance, effectiveness, impact and sustainability of the Secretariat's support to PNG. The study achieved the following:

- It reviewed the extent to which the Secretariat's support was relevant to the national priorities of the member country and was consistent with intermediate outcomes of the strategic plan.
- It assessed the outcomes and impacts achieved over the evaluation period and the level of sustainability of the results.
- It assessed the member country's contribution to the Secretariat's funds and the benefits realised over the review period and conducted a contribution–benefit analysis, assessing value for money for the member country in question.
- It reviewed the delivery model of programmes in the member country, including communication and programme coordination in-country, highlighting lessons and areas for improvement.
- It has identified issues, challenges and lessons learnt and made recommendations on the Secretariat's overall programming.

Methodology

The evaluation was primarily qualitative, and a case study approach was adopted to document the findings, in accordance with the Secretariat's results framework and the impact pathway (described in more detail in introduction section on findings). The evaluation framework (Annex 3) designed for this evaluation addressed the broad evaluation parameters of relevance, effectiveness, outcomes/impact and sustainability. Data collection methods included the following:

- **A desk review** of country documentation, including publicly available strategies, policies and reports, was conducted to provide context and address the general evaluation questions. Additional reports were requested and received from interactions with in-country ministries and agencies. Secretariat project design documents with their monitoring plans and results reports were reviewed. All key project-related documentation, including back

Table 1. Programme performance

	Output	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change				
Progress to date				
Progress rating				
Comments				

to office reports (BTORs), research reports and progress reports from consultancies, were reviewed.

- **Focus group discussions and interviews** were held with project teams within the Secretariat to better understand the programme theory, to qualify and contextualise the results documented and to seek responses to specific questions that emerged from the literature review.
- **Field visits** to Port Moresby took place between 18 June and 6 July 2018. A total of 37 in-country meetings (interviews and discussions) were held. The visits allowed the evaluation team to triangulate desk findings, verify results and generate additional data related to the evaluation questions.
- **Telephone interviews** were conducted with respondents who could not be reached during the field visit.

The findings of the evaluation are structured in line with the strategic outcome pillars of the Secretariat. The programme pillars are:

1. Democracy
2. Public institutions
3. Social development
4. Youth
5. Economic development
6. Small states

The programme pillars are described in detail in section 1.3.

Relevant areas that demonstrated support or engagement with the member country are highlighted in the Strategic Results Framework (SRF) for each programme pillar. This provides the backdrop against which progress can be contextualised and measured.

The Secretariat's support delivered in 2013/14–2016/17 in each programme pillar is outlined in a box for ease of reference, and the total expenditure for the programme is provided below it. As part of the findings, issues of relevance, efficiency, effectiveness, sustainability and impact will be raised, as well as challenges and any lessons learnt.

As the SRF has been developed for the whole Secretariat programme, and project design was also at the pan-Commonwealth level, progress against each indicator cannot be measured in relation to one country and will therefore be consolidated at the regional and strategic levels, once a significant number of country evaluations are conducted. While assessing specific progress in a member country against the SRF, we established a programme performance measurement framework, based on the Secretariat's impact pathway, that recreates the theory of change in relation to the support provided and is specific to the member country. Progress against the theory of change was assessed, and a rating was determined, as shown in Table 1. Ratings range from satisfactory to unsatisfactory, as indicated in Table 2.

Limitations

The main limitation in the study related to the broad scope of the evaluation. Although the primary focus of the study was the last strategic plan period (2013/14–2016/17), there had not been any formal

Table 2. Performance rating

Rating		Notes
	Satisfactory	Progress is on track in relation to delivery of outputs and the realisation of outcomes.
	Fairly Satisfactory	Progress is slower than expected. Challenges are encountered, but there is an expectation that these can be addressed.
	Unsatisfactory	Output is not delivered; no progress at outcome level in relation to time, since the outputs were not delivered.
	N/A	Progress not expected within the reporting period, not assessed or not enough information to assess progress.

monitoring or evaluation of the Secretariat's earlier support. While the evaluation uncovered a large amount of information, not all topics could be treated with significant depth.

Report structure

This report is presented in four chapters. The first chapter introduces the study and provides the country and programme context. The second chapter outlines the findings presented in line with the Secretariat's strategic plan. The SRF highlights the areas that PNG benefited from and gives

both an overview of the support provided and an assessment of performance. The third chapter synthesises the findings, in line with the OECD criteria, to draw lessons. Chapter 4 highlights challenges and provides recommendations at the programme and strategic levels.

1.2 Country context

The Pacific island nation of PNG has a population of 7.6 million people and a territory composed of approximately 600 small islands. It has the highest proportion of rural inhabitants of any

Map 1: PNG Country Context

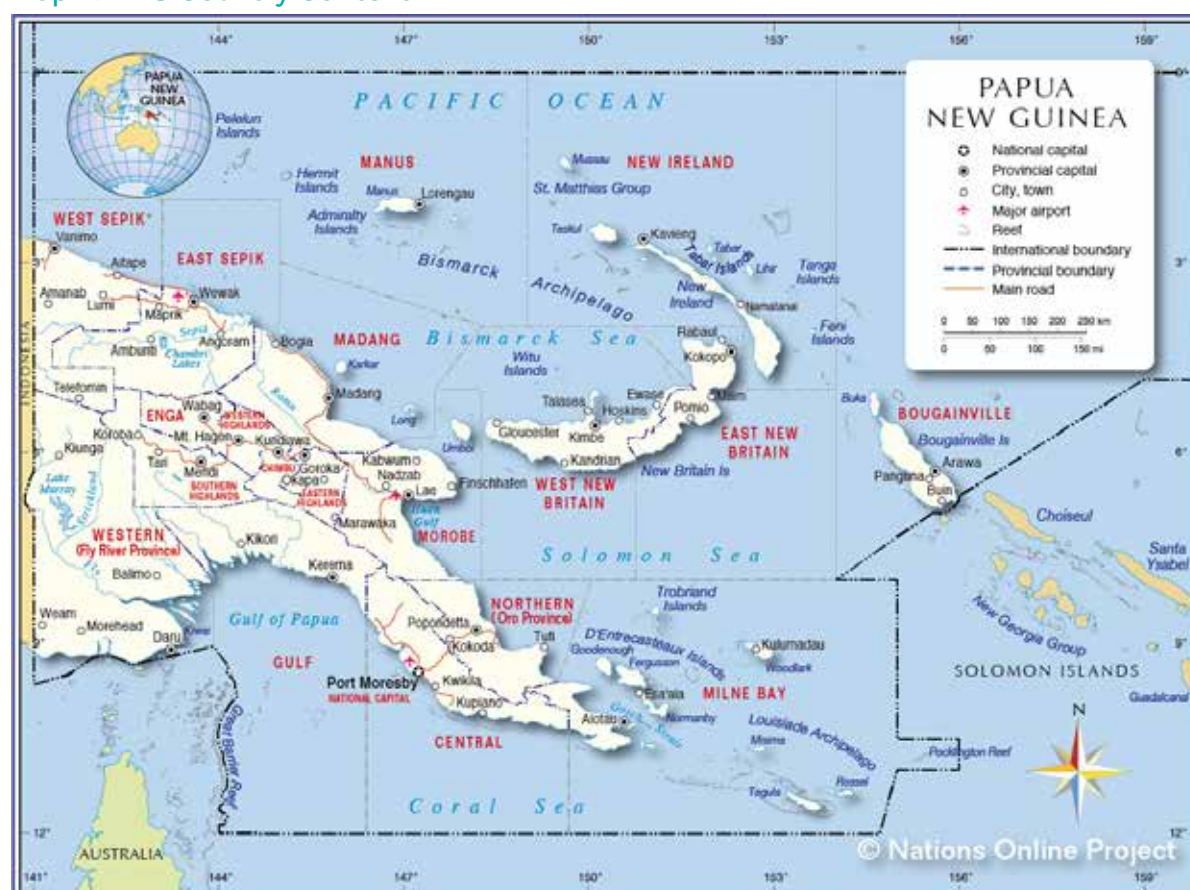


Table 3. Key facts

Key facts	
Region	Pacific
Commonwealth membership	1975
Commonwealth categorisation	Small state
Population (2015)	7.6 million
Political system	Multi-party democracy
National plans	Papua New Guinea Development Strategic Plan 2010–2030; Papua New Guinea Vision 2050
Primary Contact Point (PCP)	Ministry of Foreign Affairs

Commonwealth country, with only 13% of people living in urban areas. PNG is the most linguistically diverse country in the world, home to over 800 native languages. The country currently ranks 154 out of 188 on the Human Development Index, falling into the low human development category. Life expectancy is 63 years, and the gross national income per capita is \$2,712.⁴ The country has a youthful population with a median age of 21.2 years.

PNG occupies the eastern half of the island known as New Guinea, sharing a land border with Indonesia. The country consists of 22 provinces, including the National Capital District of greater Port Moresby and the Autonomous Region of Bougainville. Aside from its territory on New Guinea, PNG's major island groups are the Bismarck Archipelago, the Trobriands, the Louisiade Archipelago, the D'Entrecasteaux Islands and some of the islands in the Solomons group, including Bougainville.

As indicated in table 3 PNG has a democratic, multi-party parliamentary system, whereby the Prime Minister is the head of government and Queen Elizabeth II is the head of state, represented nationally by a Governor General. The current Prime Minister, Hon. Peter O'Neill, leader of the People's National Congress party, was elected to a second term in 2017.

In addition to its Commonwealth membership, PNG is a member of the African, Caribbean and Pacific (ACP) Group of States, the Asia-Pacific Economic Cooperation forum, the Non-Aligned Movement, the Pacific Community, the Pacific Islands Forum, the United Nations (UN) and the World Trade Organisation.

The country has two current national development strategies. Papua New Guinea Vision 2050 is a 40-year plan that 'sets the overall direction for the country to attain our dream to be a Smart, Wise, Fair, Healthy and Happy Society by 2050'.⁵ The second plan, the Papua New Guinea Development Strategic Plan 2010–2030 (DSP 2030) translates the focus areas and aspirations of Vision 2050 into concise directions and long-term targets built around a range of social and economic indicators. Implementation of the DSP 2030 is detailed in the rolling five-year medium term development plans, which mobilise resources and dictate expenditure priorities for the purpose of reaching clear social and economic targets.⁶

Politics

The political life of Papua New Guinea is characterised by a tradition of fluid coalitions in a multi-party electoral system, and it is not uncommon for politicians to change party allegiances. The constitutional monarchy has a parliament of 111 elected members. While elections have historically been followed by a peaceful turnover of power since PNG gained independence, outbursts of violence have also marred electoral processes. Voting irregularities continue to affect the credibility of results, with independent observers of the 2017 elections noting the need for better planning and budgeting, to prevent logistical problems for future elections.

PNG ranked 135 out of 180 countries and territories surveyed in Transparency International's 2017 Corruption Perceptions Index, placing it in the top 25 per cent of the most corrupt countries globally. A lack of government transparency, a diminishing space for civil society and corruption within public institutions remain key areas of concern for

improving the state of democratic governance in the country. Allegations of government corruption were the focus of sustained protests throughout 2016, including student boycotts and acts of civil disobedience.

A separatist movement in Bougainville has been a long-standing source of conflict and instability for Papua New Guinea. The unrest generated by this movement culminated in the Bougainville Civil War (also known as the Bougainville conflict), which took place between 1988 and 1998 and during which an estimated 15,000 to 20,000 people died. Among the grievances of the local people, concern over the large Panguna copper mine sparked ongoing tensions between local and national governments. In 1998, the national government and secessionists signed a permanent ceasefire that included the establishment of an autonomous government for what would become Bougainville province. The national government has committed to holding a referendum on Bougainville independence in 2019.

Gender equality

Papua New Guinean women are largely absent from political and administrative governance. Despite fielding the largest number of women candidates in the country's history, PNG did not elect any of them in the 2017 elections, and there are currently no women in parliament. The country's Gender Equity and Social Inclusion Policy includes targets to increase the participation of women within the public sector and the number of women in public service leadership positions to 30 per cent. However, the nature of family and community relationships often excludes women from leadership and decision-making roles, preventing them from actively participating in political life. Only seven women have been elected to parliament since 1972.

Gender inequality is a major development challenge in Papua New Guinea, and the incidence of violence against women remains high. Police and prosecutors rarely pursue investigations or criminal charges against people who commit family violence. Instead, they prefer to resolve such cases through mediation or payment of compensation.

Parliament has passed regulations to implement the 2013 Family Protection Act, which criminalises domestic violence. In 2016, the government endorsed the National Strategy to

Prevent and Respond to Gender Based Violence 2016–2025, which recognises the need for action in a country where an estimated two-thirds of women are affected by physical and/or sexual violence during their lifetime.

Youth

Papua New Guinea ranks 127 overall, and 32 out of 49 Commonwealth countries, on the Commonwealth Youth Development Index (YDI).⁷ Its YDI score of 0.560 is the lowest among the Commonwealth developing countries in the Pacific region, largely because of its low attainments in the educational domain. Thanks to the government's initiative to abolish school fees, more children are now enrolled in school than ever before. However, about half of primary school aged children are still out of school, and the country's net enrolment rate of 63 per cent is the lowest in the Asia and Pacific region.⁸ Schooling is neither free nor compulsory at any level.

Youth unemployment is increasing, with only one in ten school graduates finding jobs in the private sector. Many young people choose to leave their villages in search of employment in urban areas, but a shortage of opportunities has contributed to the growth of urban gangs and associated crime.⁹

Economy

The national economy is dominated by two sectors. The agriculture, fishing and forestry sector is the main source of employment (mostly informal), while mineral and energy extraction accounts for the majority of export earnings. Fish export value in 2016 was estimated at USD 197 million dominated by international fishing companies fishing in PNG EEZ.

PNG is a non-signatory to the Pacific Agreement on Closer Economic Relations (PACER) Plus regional free trade agreement signed in 2017. After participating in eight years of negotiations, PNG withdrew because of concerns that provisions in the agreement would allow local manufacturing industries to be overrun by more advanced companies operating out of Australia and New Zealand. Another point of contention was the lack of new commitments to increase labour mobility for citizens of signatory Pacific island nations to obtain employment in Australia and New Zealand.

Environmental issues

PNG is vulnerable to a range of natural disasters and to the effects of climate change. It is situated on the 'Ring of Fire', an area prone to volcanic eruptions as well as earthquakes and tsunamis. A major area of concern is environmental degradation, related to rainforest deforestation, as a result of growing commercial demand for tropical timber, pollution from mining projects and severe drought.

The government declared a state of emergency in 1997 following a prolonged period of drought that caused over 1,000 deaths and put over 1.2 million people at risk of starvation. Soon after, in 1998, three tsunamis hit the northwest coast and killed 3,000 people. In 2000, authorities said that all 1,000 inhabitants of the Duke of York atoll needed to be relocated, as the island was slowly being submerged because of global warming. In 2007, Cyclone Guba caused flooding that displaced over 13,000 people in the Oro and Milne Bay Provinces. As recently as February 2018, an earthquake of magnitude 7.5 struck Hela Province and caused aftershocks in the months that followed.

National programme coordination

PNG began as a dependent donor-recipient nation following its independence in 1975, but has since evolved into more strategic and coordinated development partnerships. These development partners, both bilateral and multilateral, are expected to deliver development cooperation programmes and projects in their respective areas of comparative advantages and demonstrated success.

The Department of National Planning and Monitoring (DNPM) co-ordinates and manages the development cooperation of the relations with these partners. It also provides oversight on medium- and long-term plans and policies, and it is mandated to co-ordinate, mobilise and manage development cooperation support, guided by the 2015 Development Cooperation Policy.

Though the DNPM is aware of the CFTC support provided by the Secretariat, there has been no formal arrangement or contact between the Secretariat and the DNPM. The DNPM, responsible for monitoring and reporting on the national development plan, is not aware of the Secretariat's input.

International engagement co-ordinated by the Ministry of Foreign Affairs addresses diplomatic relationships, communications and coordination of missions; however, it does not address the coherence of programming that is led by the DNPM, which handles development cooperation and partnerships. It is therefore imperative that, in addition to its engagement with the Ministry of Foreign Affairs, the Secretariat also directly co-ordinates its programmes with the DNPM, a process that is commended by the Ministry of Foreign Affairs.

1.3 Commonwealth Secretariat's strategic plan

The Commonwealth Secretariat is the principal intergovernmental agency of the Commonwealth. The strategic plan for the period 2013/14–2016/17 was developed after extensive consultation with member governments. The plan reflects the shared priorities of member governments. These include three longer-term goals and six strategic outcomes to be pursued during the strategic plan period.

The three longer-term goals were:

- strong democracy, rule of law, promotion and protection of human rights and respect for diversity;
- inclusive growth and sustainable development; and
- a well-connected and networked Commonwealth.

The plan is based on the SRF, which provides immediate outcomes and indicators to support the following strategic outcomes:

1 Democracy – greater adherence to Commonwealth political values and principles

The focus of this strategic outcome was to support member countries in adhering to the Commonwealth's fundamental political values, in line with the then recently agreed Charter of the Commonwealth. The Secretariat provided support to member countries so they could deepen these values.

2 Public institutions – more effective, efficient and equitable public governance

Well-performing public institutions are critical for establishing and sustaining democracy, good governance and development. The Secretariat has a track record of strengthening the core public institutions of rule of law, human rights and public administration through context-sensitive technical support and peer-to-peer support. In regard to this strategic outcome, the Secretariat was to work with member countries to create and strengthen effective, efficient and equitable public institutions.

3 Social development – enhanced positive impact of social development

Global education and health goals are particularly significant to Commonwealth nations with collectively high burdens of poverty-related health diseases and education challenges, including the provision of pre-school education, which has been shown to be a key-factor in achieving education outcomes. Recognising that health and education are key sectors with significant national and international budgets and major players, the Secretariat was to focus its efforts on providing policy advice and technical support to strengthen policy and regulatory frameworks. Expertise in policy analysis and strategies was to be provided to member countries to bridge gaps between policy formulation and policy implementation, to effectively realise the national health and education outcomes.

4 Youth – young people more integrated into and valued in political and development processes

With 40 years' experience in youth development, the Secretariat has a unique advantage in terms of its broad networks, trusted relationships and convening power. The Secretariat was to work towards ensuring that national and pan-Commonwealth frameworks advance the social, political and economic empowerment of young people. This was to be achieved by providing technical assistance for national and regional youth-relevant policies and enabling environments, if requested by member countries; advocating investment in youth ministries and programmes; developing and sharing frameworks, guidelines

and tools; and creating a YDI that augments respective member countries' national youth development indicators.

5 Economic development – more effective frameworks for inclusive economic growth and social and sustainable development

The Secretariat's efforts were to be focused on strengthening frameworks for inclusive economic growth and sustainable development. The Secretariat has carved out a niche of expertise since the mid-1990s, supporting member countries with economic policy development, trade negotiations, debt management, natural resource management, delimitation of maritime boundaries and ocean governance.

6 Small states and vulnerable states – strengthened resilience of small states and vulnerable states

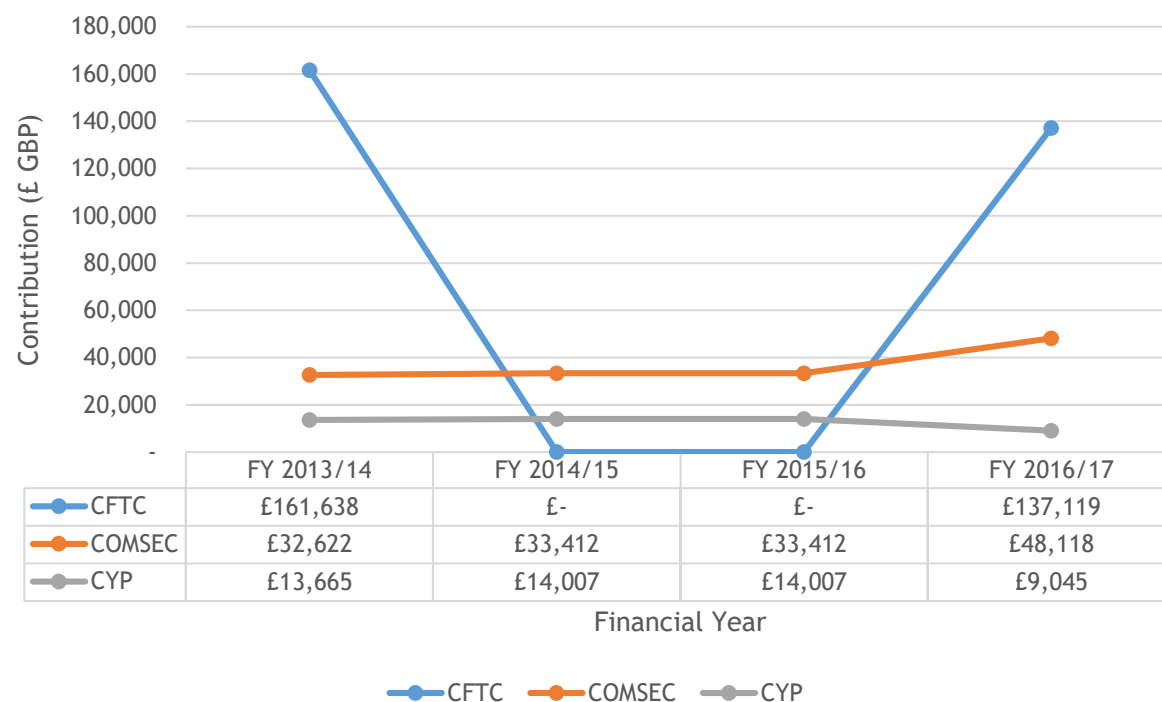
The majority of the Commonwealth's membership – 32 out of 54 member countries – comprises small states, and, since the mid-1980s, the Commonwealth has consistently been at the forefront in regard to identifying and proposing responses to the challenges that small states face while advocating their causes. A dedicated work area on small states and vulnerable states was introduced to strengthen the advocacy of their concerns on global platforms and address their particular development needs.

The findings of this country evaluation are set out as per the six strategic outcomes (pillars) of the strategic plan.

1.4 Programme context

As a member of the Commonwealth, the Government of PNG makes a contribution to three Commonwealth funds: the Commonwealth assessed contribution (COMSEC); the Commonwealth Fund for Technical Co-operation (CFTC); and the Commonwealth Youth Programme (CYP), as shown in Figure 1. Over the four-year period of the strategic plan, PNG's total contribution amounted to £497,045.

Figure 1 shows that, over the four-year strategic period, there were two years when PNG did not make a financial contribution to the three funds. As a result, PNG was in breach of Abuja Guidelines.

Figure 1. PNG's financial contributions

The breach meant that all programmes in PNG had to be suspended during this period. Programme implementation was greatly affected while PNG was in breach of Abuja Guidelines. A number of projects stopped, and, at the time of evaluation, some of the activities were restarted and others abandoned.

PNG's financial contribution, together with contributions from all member countries, supported the implementation of the Secretariat's strategic plan 2013/14–2016/17. The programme pillars were democracy, public institutions, social development, youth, economic development and small states. PNG benefited from country, regional and pan-Commonwealth projects delivered by the Secretariat, in line with its national development plan. The country programmes evaluated are outlined in Table 4.

1.5 Commonwealth Secretariat's context

During the evaluation period, the Secretariat went through a transition process that brought about a review and reform of the organisation, which had an impact on programme delivery and the realisation of outcomes.

- **Transition into the new strategic plan:** the Commonwealth Secretariat's strategic plan 2013/14–2016/17 was the first results-based, management-focused strategic plan. It took longer to get approved and therefore implementation was delayed. Some of the ongoing activities from the previous strategic plan and programmes were discontinued, affecting the realisation of outcomes.
- **Monitoring and evaluation:** A new system for measuring progress was instituted and supported by the programme management information system. All plans for monitoring and evaluation were designed; however, there was no budget allocated for the implementation of the monitoring plans. There is now a dedicated monitoring and evaluation budget, approved for supporting the implementation of monitoring plans.
- **Reduction in CFTC funding:** there was a significant reduction in CFTC funding during this period, which caused projects to be either put on hold or cancelled. Recruitment was halted, reducing capacity to deliver. Areas directly affected include long-term expert placement, which had reduced significantly by the end of the reporting period. Although some level of stability was attained towards the end of the reporting period, the direct

effect on the delivery of results was evident, as has been noted in several sections of the report. There was limited commitment from the Secretariat to longer-term engagement in member countries. Despite the funding challenge, noted throughout the report, and its limited resources, there is evidence of meaningful contribution by the Secretariat.

- **Organisational reform and restructuring:** the change in senior leadership during this period provided a new vision and direction for the organisation. The new Secretary-General prioritised reform and restructuring at the start of office, and the coordination of programme delivery was a key focus. However, delays in the restructuring, which were compounded by the reduced CFTC funding, affected the pace of programme delivery. Key technical and management staff leading the strategic direction of programme delivery left the organisation, and several vacancies could not be filled in time. The evaluation noted areas where strategic direction was required to advance the momentum of change.

Table 4. Commonwealth Secretariat's direct engagement with and support to PNG

Democracy	Public institution	Social development	Youth	Economic development	Small states
<p>Good Offices: the Commonwealth Secretary-General visited PNG in 2015, met its leaders and participated in the Pacific Islands Forum Meeting</p> <p>Election management: pre-election observation missions conducted; election observation mission conducted; follow-up of election recommendations</p>	<p>Human rights: Roundtable on Early and Forced Marriage convened with PNG participation</p> <p>Rule of law: Capacity building for the judiciary on judicial independence and 'court craft' delivered in collaboration with the PNG judiciary and the Secretariat</p>	<p>Education: the Commonwealth Professional Standards for Teachers and school Leaders</p> <p>With participation of PNG, draft Commonwealth Education Policy Framework developed; pan-Commonwealth consultation on Education Policy Framework conducted; Policy Framework piloted in three member countries and report produced with action plans; policy analysis conducted; Roundtable validating the draft Policy Framework and research findings conducted</p> <p>Technical and vocational education and training self-assessment toolkit (facilitators and participants) developed and published with participation from PNG</p>	<p>Youth: existing Youth Policy reviewed; Youth Development Policy 2018–2028 developed</p> <p>Diploma in Youth Development programme launched at national university</p>	<p>Trade: national interest analysis for PACER Plus conducted; regional technical support through the Office of the Chief Trade Adviser (OCTA) on PACER Plus negotiations provided; capacity of the Melanesian Spearhead Group (MSG) with regard to regional and multilateral trade issues developed</p> <p>Debt management: debt management system installed; capacity developed in the operationalisation of the debt management system; technical support provided in the development of annual debt bulletin</p> <p>Oceans governance: technical and hydrographic review conducted; desktop study to confirm if PNG has the potential to claim an extended continental shelf conducted; legal review of the National Seas Act (1977) and other laws conducted; Baseline Review conducted; Maritime Zone Bill drafted; maritime zone legislation drafted</p>	<p>Resilience profiling: resilience governance report produced</p>
£373.016 (60%)	£8,461 (1%)	£0 (0%)	£26,402 (4%)	£208,825 (33%)	£7,890 (1%)

2. Findings

2.1 Democracy

Greater adherence to Commonwealth political values and principles

Context

Since 1991, election observation, a core brand strength of the Commonwealth, has been integral to the Secretariat's work in regard to advancing the

Commonwealth's political values and principles in member countries. The Secretariat has deployed more than 140 election observer missions to presidential or parliamentary elections since 1991. This work is highly valued by member countries, which see the Commonwealth observers as lending credence to their electoral process.

Table 5. Democracy Results Framework

No.	Result	Indicators	PNG
1.1	Commonwealth Ministerial Action Group (CMAG) is well informed and supported to protect and promote Commonwealth values and principles	Number of member countries engage with CMAG under the enhanced mandate to respond positively to and implement CMAG's recommendations	No
1.2	Member countries engage with and benefit from the strengthened Good Offices of the Secretary-General	Number of identified member countries engaged with Good Offices capacity, which implements policy changes that reflect the advice from the Secretary-General and his/her envoys and advisers	Yes
1.3	Member countries conduct fair, credible and inclusive elections	Number of member countries whose electoral framework has been strengthened to meet national, regional and Commonwealth standards, as indicated by: <ul style="list-style-type: none"> • legal and constitutional frameworks in place • institutional capacity and independence • procedures in place 	Yes
		Number of member countries where at least 10% of Commonwealth Observer Group recommendations are in the process of being implemented within 12 months of the election taking place	Yes
		Number of member countries adopting best practices and principles emerging from the Commonwealth Electoral Network (CEN) in enhancing their national electoral processes	Yes
		Number of national electoral management bodies that embed best practices and principles emerging from the CENs in enhancing their electoral processes	Yes
1.4	Values of 'respect and understanding' are advanced	Percentage of student participants in the Commonwealth Class Programme who report that their learning about the Commonwealth has improved their understanding of global issues	No

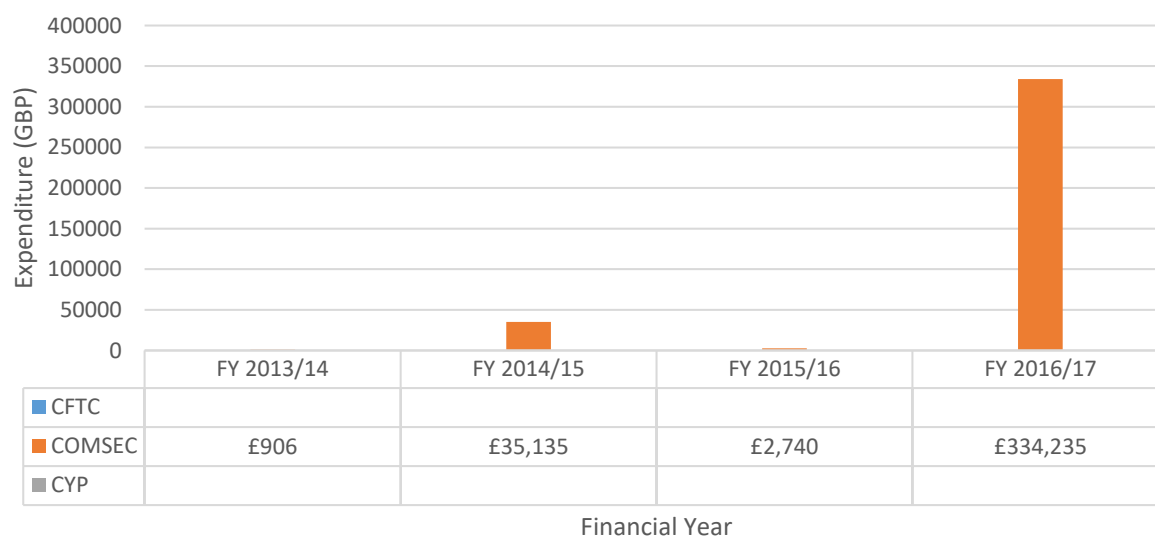
Figure 2. Democracy direct programme expenditure 2013/14–2016/17

Figure 2 above shows the expenditure across the Democracy pillar over the four-year strategic period. It shows that all of the expenditure came from the COMS fund and the majority of the expenditure was in the 2016/17 financial year, which aligns with the majority of the election support work.

2.1.1 Good Offices of the Secretary-General

The Commonwealth Secretary-General (Kamalesh Sharma) visited PNG from 7 to 10 September 2015. The purpose of the visit was to address the Pacific Islands Forum Leaders Meeting. The Secretary-General met with the Prime Minister, Hon. Peter O'Neill CMG, the Foreign Minister, Hon. Rimbink Pato OBE, and the leader of the opposition, Hon. Don Polye. The Secretary-General

also held numerous bilateral meetings with other leaders from the Pacific region on the fringes of the summit.

The visit strengthened the Commonwealth's engagement with the Pacific islands region. The visit provided an opportunity to identify priorities for future Commonwealth engagement with the region, particularly following the closure of the Commonwealth Pacific Governance Facility, and to encourage leaders' participation at the Commonwealth Heads of Government Meeting (CHOGM). The visit also provided the Secretary-General with a greater insight into the political, economic and social challenges in PNG – the largest country in the Pacific islands.

Following the visit, the Commonwealth Secretary-General also met with the Prime Minister at the UN General Assembly in September 2016. The discussions in the meeting focused on key issues,

Commonwealth Secretariat's support

- The Commonwealth Secretary-General visited PNG in 2015, met its leaders and participated in the Pacific Island Forum (PIF) meeting;
- Commonwealth Observer Group deployed to the Autonomous Bougainville Government elections in May 2015;
- Commonwealth Observer Group deployed to national elections in 2017;
- Technical support provided to PNG post-election with the follow-up on recommendations;
- PNG becomes a member of the Commonwealth Electoral Network (CEN)

including the 2017 general election in PNG, a request from the Electoral Commissioner to the Commonwealth for support in preparation for the 2017 elections, and the Pacific Islands Forum Leaders Meeting. The Secretary-General also discussed the Commonwealth Observer Group deployed to PNG's 2012 elections and the importance of the recommendations that were made in the concluding report. Among other things, the Secretary-General affirmed its support of the Government of PNG's and the Autonomous Bougainville Government's preparation for the referendum.

PNG has contributed to the work of the Commonwealth Secretariat. The High Commissioner of PNG to the United Kingdom, Her Excellency Ms Winnie Kiap, was elected as Chair of the Commonwealth Secretariat Board of Governors and held the position between 2016 and 2018. The Chair of the Board of Governors actively engages board members, encouraging them to participate and share information. Serving as leader and facilitator, the Chair presides over board meetings, facilitates good board leadership and governance, and also sets the tone for the meetings. All 53 Commonwealth member countries are represented on the Board of Governors, which meets annually to consider Commonwealth Secretariat work plans and budgets.

PNG has regularly shown interest in and commitment to the Commonwealth through their participation in ministerial meetings and other events. During the evaluation period, delegations from PNG attended 13 ministerial meetings including those held by the trade minister, the sports minister, the foreign affairs minister, the health minister and the education minister. PNG also participated in the Commonwealth Electoral Network Biennial Conference 2016. The ministerial meetings provide a useful platform for senior officials to share experiences and learn best practices from other member countries. A full list of PNG's participation in meetings and events, including those hosted by PNG, can be found in Annex 4.

Staff members of the political team's Caribbean and Pacific section have regularly interacted with the PNG High Commissioner in London, and other senior officials in-country, and are constantly monitoring the country's latest developments. It is protocol for relevant staff members to have

meetings with the Department of Foreign Affairs in PNG each time they visit the country, to keep them up to date on Commonwealth collaboration.

2.1.2 Election management

The electoral processes overseen by the Electoral Commission in PNG are guided by the national electoral legal frameworks, which include the 1975 Constitution of Papua New Guinea, including amendments; the 1999 Organic Law on National and Local-level Government Elections, including amendments; the 2007 Electoral Law (National and Local-level Government Elections) Regulations; the 2003 Organic Law on the Integrity of Political Parties and Candidates, and amendments; and the 2005 Integrity of Political Parties and Candidates Regulation.

The Secretariat has been invited to observe numerous elections in PNG over the years. Recent observations include the 2012 national elections, the 2015 Autonomous Bougainville Government elections and 2017 national elections. Violence has been noted in the electoral processes, and limited levels of implementation of election observation recommendations were noted, particularly by the 2017 Commonwealth Observer Group in their report:

'The group was disappointed to note that recommendations submitted by the previous Commonwealth Observer Groups such as the need to improve the accuracy of the roll and to review constituency boundaries have not been implemented by both the PNGEC [PNG Electoral Commission] and previous Governments.'

One of the key stakeholders in PNG reiterated that 'a number of commentators including returning members of Papua New Guinean Parliament cited the 2017 elections as the worst in terms of management'.

Relevance

The Commonwealth Secretariat is seen as a trusted and credible partner in PNG. A number of key stakeholders commented that the Secretariat is a well-respected organisation and has a big influence in PNG, particularly regarding elections. They commented that the Commonwealth Secretariat is able to engage independently with member countries and make recommendations. The Secretariat is not seen to have a biased agenda, as

it consists of 53 member countries – PNG believes it is part of a family. The Secretariat does not have a policing role but is seen to help and facilitate. Simon Tonge, High Commissioner of the British High Commission of Papua New Guinea, commented:

'The Commonwealth Secretariat offers true and honest opinions in the Commonwealth Observer Group Reports. The Secretariat is seen to be providing sensible, supporting and friendly criticism in a way that is beneficial to the political development of Papua New Guinea.'

The PNG Electoral Commission is very appreciative of the support provided by the Commonwealth Secretariat. In a letter dated March 2016, the Commissioner stated:

'The successive Government and in particular the PNGEC has always cherished and maintained a strong bond with the Commonwealth, and this has shown in many areas of Capacity Building through personal dialogues, workshops and conferences since political independence in 1975.'

'In times of our great challenges the successive Governments have always called on the Commonwealth to assist us to build on the capacity our young democracy and institutions.'

'Successive Governments through PNGEC has drawn strength from the Commonwealth to improve our electoral system and other institutions from reports and recommendations presented by the Commonwealth Observer Group on election missions to PNG.'

'These missions do value-add to our capacity to administer and manage our electoral events better each time ...'

However, the Secretariat's role in supporting a member country in implementing the recommendations is not as clear. A number of the respondents in the meetings noted that the Secretariat should not be getting involved in implementation, because there are many other international players in PNG (e.g. Australian High Commission) that are bigger and have better implementation capacity.

Efficiency

Election observer missions were deployed as requested. The overall cost for the 2017 election observation mission and the follow-up cost amounted to £334,325, 60 per cent of the overall

expenditure in the four-year strategic plan period. The high costs are attributed to the travel costs of both staff members and the observer mission, and the cost of consultants engaged in the follow-up process. In comparison with the total cost in all the other programme areas, the high expenditure in this area should relate to the high value of national stability. The unit cost for the deployment of an observer mission needs to be considered in relation to other programmes delivered.

Effectiveness

• Post-election follow-up

PNG's Prime Minister, Hon. Peter O'Neill, in early September 2017, accepted the Commonwealth Observer Group report presented by the Secretary-General. The report was widely accepted by senior officials in PNG, including the Electoral Commissioner, Patilias Gomato. The report was also picked up and cited by a number of domestic and international media sources. In June 2018, the Prime Minister cited sections of the Commonwealth Observer Group report in a speech to Members of Parliament and Department Heads. The Commonwealth Observer Group report was the only international report to receive a special mention during the Prime Minister's speech. Although he cited only the positive aspects of the report, the Prime Minister used the Commonwealth Observer Group report as a basis for highlighting the difficulties and challenges that PNG faced during elections, such as counting issues, completion and return of writs, all of which was noted in the report. The speech launched a number of political reforms relating to elections, including how to get more women into parliament, the electoral roll, the conduct of election officials and electoral offices. The Commonwealth Observer Group report was mentioned as one of those that pushed the Government of PNG to undertake these reforms.

One of the key stakeholders, also involved in the observation of elections in PNG, noted that 'it is not evident that conditions for democracy have improved in PNG, for instance, there has not been any mention after the elections of constitutional issues such as which state agency (the Electoral Commission or the Integrity of Political Parties and Candidates Commission) is responsible for inviting a party to form government.'

Unlike the limited follow-up after previous elections, the evaluation noted that, since the 2017 national elections, the Secretariat's staff have been actively tracking the status of the recommendations and continue to liaise with the PNG government, opposition, civil society and international partners on opportunities for the Commonwealth to support the proposed reform programme in PNG. Following the observer report, Sir Anand Satyanand, Chair of the Commonwealth Observer Group, undertook a post-election visit to PNG to discuss the government's plans to pursue reforms to address some of the challenges observed in the 2017 elections.

During the follow-up, it was noted that the PNG Electoral Commission received the first two international observer reports from the Commonwealth Observer Group and the European Union Expert Mission to Papua New Guinea. The analysis from these two reports has been reviewed and incorporated into the post-election review process.

The PNG Election Commission developed a five-year corporate plan for 2018–2022, which outlined the key objective and the activities the Commission would need to undertake in preparation for the 2018 local government elections and 2022 national elections. Relevant recommendations from the Commonwealth Observer Group report have been included in the corporate plan. They addressed election administration; election evaluation; engagement with political parties and other stakeholders; electorates and boundaries; voter enrolment; civic education; and gender and inclusivity. The Secretariat has reaffirmed its willingness to work with the Electoral Commission in finalising the corporate plan and to provide technical support to assist the Electoral Commission with implementing the plan.

- **Gender mainstreaming**

PNG women are largely absent from political and administrative governance. In total, 167 women ran in PNG's election, but, despite PNG fielding the largest number of women candidates in its country's history and various efforts to support women in politics, no women were elected in the 2017 elections, and there are currently no women in parliament. Even the three women in the last parliament were unable to hold their seats.

A key recommendation of the Commonwealth Observer Group report was:

'We urge political parties, independent candidates and stakeholders to enhance youth and women's political participation at all levels, to foster meaningful involvement and inclusion. A study looking into the participation of women as voters and as candidates should be commissioned to better understand the barriers faced by women.'

The country's Gender Equity and Social Inclusion Policy includes targets to increase the participation of women within the public sector and the number of women in public service leadership positions to 30 per cent. However, the nature of family and community relationships often excludes women from leadership and decision-making roles, preventing them from actively participating in political life. Only seven women have been elected to parliament since 1972.

Beyond the evaluation period and based on the recommendations of the 2017 national elections report, the Commonwealth is supporting the Integrity of Political Parties and Candidates Commission (through the Registry of Political Parties) and the PNG Electoral Commission on empowering women through political parties, although it is currently in its early stages. The Commonwealth Secretariat has been actively pursuing related programmes in other regions of the Commonwealth, working closely with election management bodies and political parties to encourage more women to participate in their national political processes.

- **Commonwealth Electoral Network**

All electoral management bodies (EMBs), including the PNG Electoral Commission, are part of the Commonwealth Electoral Network (CEN). The network aims to promote good practices in the field of elections management, to facilitate experience sharing and foster a sense of community among the Commonwealth's election management bodies. The network is supported by the Commonwealth Secretariat and a steering committee composed of national election commissioners. The PNG Electoral Commission has shared its experiences and lessons with Commonwealth member countries, among others, especially countries in the Pacific region. Areas of country engagements are outlined in Table 5.

A key issue considered by the network is the effective management of the electoral cycle, particularly the implementation of election recommendations, a problem that is shared among

Table 6. PNG Electoral Commission knowledge exchanges

No.	Country	Date	Areas of engagement
1.	Trinidad and Tobago	June 2016	Commonwealth Electoral Network Biennial Conference
2.	Fiji	May 2016	Pacific Electoral Networks Meeting
3.	Australia	March 2014	Commonwealth Election Professionals (CEP) Pacific Region Workshop

national commissions in the Commonwealth. PNG and other EMB representatives from the Pacific region nominated Fiji to the eight-member CEN steering committee at the CEN's 2016 Biennial Conference in Port of Spain, Trinidad and Tobago.

Furthermore, the CEN, in collaboration with the Pacific Islands, Australia and New Zealand Electoral Administrators Network, hosts the biennial Pacific Electoral Networks Meeting. During the period under review, the Pacific Electoral Networks Meeting was held in May 2016 in Fiji. Discussions

during the three-day event focused on promoting electoral integrity in election administration in the Pacific region. EMB representatives shared electoral best practices, deliberated on the importance of EMB independence and impartiality, and exchanged ideas on lessons learnt from past election observation missions. Delegates at the meeting also discussed the opportunities to promote the participation of women and persons with disabilities in the electoral process. Outcomes from the Fiji meeting informed the CEN's Biennial Conference in June 2016 in Trinidad and Tobago.

Table 7. Programme performance

	Output	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	Pre-election observation missions conducted; Election observation mission conducted; Follow-up of election recommendations; PNG participated in the Commonwealth Electoral Network Biennial Conference	National engagement with and consultation on election observation report; National action plan drawn up on implementation of election recommendations	National action plan on implementation of election recommendations implemented	Improvement in electoral processes
Progress to date	Pre-election mission conducted; Election observation mission conducted; Follow-up of recommendations ongoing	Stakeholder consultations conducted and national action plan developed; Corporate plan for the PNG Electoral Commission incorporates key recommendations	Not assessed	Not assessed
Progress rating				
Comments	There is satisfactory progress in the milestones achieved towards the implementation of election recommendations			

2.2 Public institutions

More effective, efficient and equitable public administration

Context

Well-performing public institutions are critical for establishing and sustaining democracy, good governance and development. The Secretariat's

engagement in PNG in the area of public institutions has been only in the areas of human rights and rule of law. Its engagement has been limited to participation in seminars and forums and collaboration on capacity-building programmes. There is no direct engagement in the area of public administration, an area that has yet to be reflected on, within the region.

Table 8. Public Institutions Results Framework

No.	Result	Indicators	PNG
2.1	Effective institutions and mechanisms for the promotion and protection of human rights	Number of targeted member countries with new or more effective national human rights institutions as indicated by: <ul style="list-style-type: none"> enabling legislation adopted and compliant with Paris Principles fully operational movement towards 'A' status 	No
2.2	Improved and constructive engagement of member countries in the UN's Universal Periodic Review (UPR) process	Number of targeted member countries that engage constructively with the UN's UPR as indicated by: <ul style="list-style-type: none"> quality reporting to UN Human Rights Council undergoing examination in a constructive manner implementing accepted recommendations 	No
		Number of key regional human rights issues progressively addressed by Commonwealth Parliamentary Human Rights Groups	Yes
2.3	Effective mechanisms ensuring the autonomous and harmonious operation of three branches of government and strengthened independence of the judiciary	Number of member countries with issues on the separation of powers that reform their constitutional and statutory provisions to uphold the Commonwealth (Latimer House) Principles	No
		Number of member countries with issues on the appointment and removal of judges that establish procedures that provide for the appointment, discipline and removal of judges in accordance with the Commonwealth (Latimer House) Principles	No
		Number of member countries without continuous judicial education and adequate resources for the judicial system that institute reforms to strengthen the cognitive and institutional aspects of the independence of the judiciary	Yes

No.	Result	Indicators	PNG
2.4	National institutions effectively facilitating the administration and delivery of the rule of law and justice	Number of member countries with weak capacity and judicial institutions using Secretariat guidelines, tools and model laws/regulations to strengthen the administration and delivery of justice	No
		Number of member countries without the relevant constitutional and statutory provisions that make substantial progress in creating legal frameworks for (1) the effective delivery of justice and (2) the promotion of reforms conducive to sustainable development	No
		Number of member countries where justice and law enforcement institutions are weak and that are not effectively facilitating administrative reforms to strengthen those institutions	No
2.5	Improved public administration	<p>Number of member countries with effective, accountable and transparent targeted public institutions in the efficient delivery of services, as indicated by the existence and functioning of at least five of the nine institutions outlined below:</p> <ul style="list-style-type: none"> • Public Policy Coordination and Implementation Unit • Public Service Commission • Ministry of Establishment • Public Procurement Regulatory Agency • Internal Audit Department • Supreme Audit Institution • Public Accounts Committee • Finance Committee of Parliament • anti-corruption agencies 	No

Figure 3 shows the expenditure across the Public Institutions pillar over the four-year strategic period.

2.2.1 Human rights

The Ombudsman Commission in PNG is charged with the common oversight of functions in the areas of protection, promotion and enforcement of fundamental human rights and freedom, good governance and the rule of law. Apart from the traditional role of investigating maladministration in the public service, the Ombudsman has a unique and homegrown function to enforce and supervise the Leadership Code. Investigations are conducted and a referral to prosecutors is made for non-compliance with the Leadership Code. However, as per the 2015 annual report, the Commission

shifted its operations by taking a proactive approach to educating leaders on their duties and responsibilities, instead of waiting to refer leaders who breach the Leadership Code. The Commission team met and identified other functions to consider during the evaluation, to include oversight of the legislative role of parliament in the absence of a Human Rights Commission and to ensure that the government is responsive to the needs of citizens.

There were no direct programmes implemented in support of the human rights mechanisms in PNG. The team commended the Secretariat's previous training sessions for Ombudsmen across the Commonwealth, which PNG found very useful, as it could learn from peers across the Commonwealth.

Commonwealth Secretariat's support

- PNG participated in the Commonwealth Pacific Region course on human rights for youth-trainers, held on July 8–12 2013 in Port Vila, Vanuatu.
- PNG participated in the Commonwealth Roundtable on Early and Forced Marriage, held in London on 14–15 October 2013.
- PNG acted as resource persons in the Pacific Regional Seminar for Members of Parliament: The role of parliamentarians in the promotion and protection of human rights. The seminar was held on July 30–1 August 2015, in Wellington, New Zealand.
- On 23–24 February 2012, the Commonwealth Secretariat, in conjunction with the National and Supreme Court of Papua New Guinea, the PNG Centre for Judicial Excellence and the Commonwealth Magistrates' and Judges' Association, organised a judicial seminar in Port Moresby on the subject of judicial independence and judicial ethics.
- The PNG judiciary collaborated with the Secretariat as a technical resource in the delivery of the judicial seminar on 'court craft' organised by the PNG judiciary. The seminar was held in Port Moresby, PNG, on 27–28 March 2017.

One of the respondents noted that it was 'one of the best trainings'. A call was made to consider re-instating such valuable training sessions.

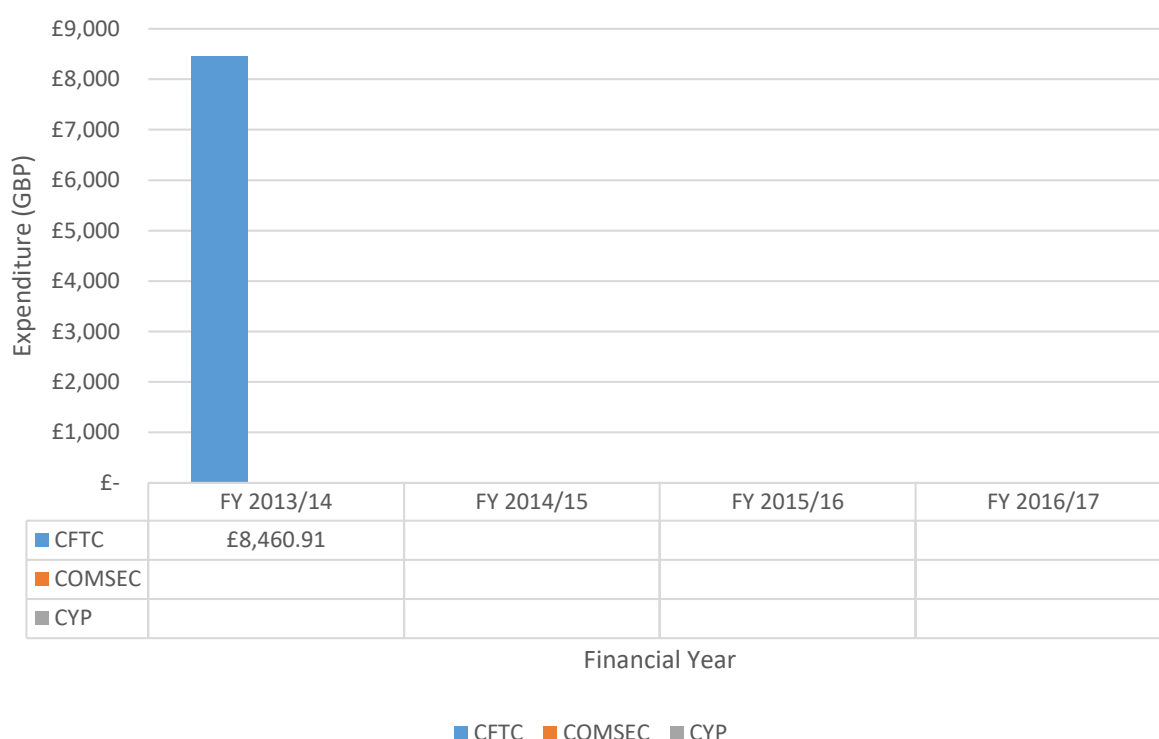
Early and forced marriages

Early and forced marriages (EFM) have severe implications for child protection, violence against women, and economic and social development in the Commonwealth. The Commonwealth Charter

clearly states that human rights, development and gender equality are at the core of Commonwealth shared values and principles. In recognition of this challenge, in 2011, CHOGM and law ministers agreed on historic statements in support of measures to end early and forced marriage:

'Giving due consideration to the domestic legislation of member countries, the Commonwealth may address the issue of early and

Figure 3. Public institutions direct programme expenditure 2013/14–2016/17



forced marriage and consider actions to support the rights of women and children and to share its best practices to promote the implementation of measures to tackle early and forced marriage.'

Although incidents of EFM in Oceania remain statistically lower than other regions globally, 21 per cent of women in PNG report to have been married by the age of 18. The legal minimum age of marriage in PNG is 16, but it can be lowered to 14 in special circumstances. The Consultative and Implementation Monitoring Council has recently raised concerns that legislation developed to protect young people from EFM is not enforced consistently. In its 2010 Concluding Observations to PNG, the Committee on the Elimination of Discrimination against Women also expressed concerns about the extent of the practice in the country. At its Universal Periodic Review (UPR) in 2011, PNG agreed to invite the UN Special Rapporteur on violence against women, its causes and its consequences to visit the country. PNG also agreed to set up a National Gender Policy and an action plan to ensure equality between women and men. The UN Special Rapporteur visited PNG in 2012 and made recommendations on strengthening both its laws to prohibit discrimination against women and girls and support services for women.

In response to this issue, the Commonwealth Secretariat's Human Rights Unit convened a Roundtable on Early and Forced Marriage on

14–15 October 2013, in partnership with Plan UK and the Royal Commonwealth Society. The roundtable explored the well-established evidence base for practical and concrete action towards ending the practice across the Commonwealth, as it is relevant to human rights, health, education and the economic empowerment of women and girls. Member countries' best and promising practice for achieving this end was presented to encourage the transfer of knowledge and learning among participants. Senior officials with expertise in and experience of developing legislative, policy and practice solutions to EFM held discussions and shared information on pathways for intervention. Particular attention was paid to the relevance and implementation of international and regional human rights instruments and mechanisms, including the UPR. PNG was represented by the National Office of Child and Family Services, which is the custodian of statutory functions on child and family services.

Relevance

The PNG Child Welfare Act 2009 was under review at the time of the roundtable. The importance of this was confirmed by one of the respondents who said 'the timing was useful as PNG was in the process of reviewing its own Act'. PNG respondents acknowledged that they 'learnt a lot from the different countries, particularly the

Table 9: Programme performance

	Output	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	Roundtable on Early and Forced Marriage convened	Member countries utilise information shared and lessons learnt	Application and adoption of new practices	Improvement in implementation of child protection programmes
Progress to date	Completed	Lessons informed the review of Child Protection Act	Child Protection Act 2015 passed, including regulations and policy in 2016	Not assessed
Progress rating				
Comments	The change recognised is not commensurate with the level of input, but, clearly, the pathway of change has been traced to such an extent that the Secretariat can claim minimal contribution while recognising the key players as being the Government of PNG and its development partners, such as UNICEF			

common and accepted practices in most of the countries; understood more about the real issues of EFM and lessons from some of the severe cases in other Commonwealth countries'. The lessons and experiences from the Commonwealth Roundtable 'helped influence work on the PNG Child Protection Act'.

Effectiveness

Although the Secretariat's contribution was minimal and limited to the roundtable, it should be noted that the PNG Child Protection Act, known as the Lukautim Pikinini Act, was passed in 2015 and the regulations were passed in 2016. The Child Protection Policy 2017–2017 (Lukautim Pikinini Policy), created to implement the Act, was approved in 2016 and is currently being implemented. Training manuals (three versions) and operational guidelines for child protection officers have been developed with support from UNICEF. It was noted that the materials are a hybrid model that pulls together all learnings from other countries.

Training of youth trainers in human rights

The training of youth trainers in human rights in the Pacific region, funded by the Secretariat and facilitated by Equitas-International Centre for Human Rights Education, based in Montreal, Canada, had three participants from PNG (two from the National Youth Commission and one from the Voice Inc). The training, which consisted of an interweaving of content and process, aimed to build human rights knowledge. Although the training evaluation noted 100% satisfaction from participants on all aspects of the training, it was not possible to follow-up on the training's progress to date in PNG, since none of the participants was available to engage with at the time of the evaluation.

Role of parliamentarians in the promotion and protection of human rights

Parliamentarians have a special role in the promotion and protection of human rights, a responsibility that they share with the executive and the judiciary. Parliament is the branch of government best placed to give effect to human rights, take practical measures to prevent abuses and ensure that the law provides a practical means through which remedies may be sought for alleged violations. To this end, parliamentarians may influence policies and budgets at the national level,

monitor policy implementation programmes at local levels, address the needs and concerns of their constituencies, and act as a catalyst in the realisation of human rights, both domestically and internationally. The Commonwealth has been steadily adding to its voice in global efforts to increase the contribution of parliamentarians in the protection of human rights. The Secretariat, in collaboration with the Commonwealth Parliamentary Association, has been developing parliamentarians' ability to promote and protect human rights nationally and regionally. The outcomes have included a commitment to regional declarations (Mahé Declaration in Africa; Pipitea Declaration in the Pacific; Kotte Declaration in Asia).¹⁰

In August 2015, the Secretariat, in partnership with the Commonwealth Parliamentary Association, delivered the Pacific Regional Seminar for Members of Parliament on 'The role of parliamentarians in the promotion and protection of human rights' in New Zealand. The workshop, which drew 36 participants from Tonga, Tuvalu, Niue, New Zealand, Kiribati, the Cook Islands, Samoa, Australia and PNG, addressed the role of national human rights institutions, issues of equality and non-discrimination, women's rights, children's rights, legislation, policies and practices, as well as discussing the best practices for parliamentarians and national case studies. A former Member of Parliament from PNG was one of the lead facilitators and resource persons for this seminar.

Although the evaluation could not assess the uptake of the seminar in PNG, there was acknowledgement from a respondent in PNG that the issue of integrating human rights into culture is still a challenge, putting people, particularly girls, at risk; this is one of the key issues for parliament to address. At the time of the evaluation, it was also noted that there were no women parliamentarians.

2.2.2 Rule of law

The PNG judiciary, in 2010, conducted a comprehensive capacity needs assessment, which identified key capacity gaps, and requested technical support from the courts of the United Kingdom and the Commonwealth Secretariat. In November 2010, the Chief Justice introduced a Code of Judicial Ethics for judges of the national and supreme courts. Furthermore, on 11 October 2010, a memorandum of understanding was signed

Table 10. Programme performance

	Output(s)	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	Capacity building for the judiciary on judicial independence and 'court craft' delivered in collaboration with the PNG judiciary and the Secretariat Commonwealth resource materials shared with PNG	Judges and magistrates acquiring new skills and knowledge and embedding these new skills into practice on judicial independence and 'court craft' PNG Leadership Tribunal established	Skills and practices embedded in the judicial system for effective delivery of judicial services	Improved case management by judges
Progress to date	Completed	Judges and magistrates share their experiences during ongoing training programmes Judges and magistrates effectively comply with the Code of Judicial Ethics Leadership Tribunal appointed on specific cases	Leadership Tribunal effectively delivered two high-level cases	Not assessed
Progress rating				
Comments	There is satisfactory progress towards intermediate outcomes. Given more time, an assessment of the intermediate outcome could have provided evidence of improvement in case management			

by the Chief Justice, the Chief Magistrate and the Secretary of Justice, which led to the establishment of the PNG Centre for Judicial Excellence. In 2010 and 2013, the Chief Justice of Papua New Guinea paid visits to the Secretariat, inviting support for the strengthening of the judiciary in his country. A number of areas of judicial education and training were identified for collaboration, including judicial ethics and 'court craft', as well as areas in which Commonwealth resource materials and advisory expertise would be sought, particularly on court restructuring, and terms and conditions of judges around the Commonwealth. Following this collaboration, there was 'a strong technical

relationship between the Secretariat and the Judiciary of Papua New Guinea', as noted in one of the Secretariat's reports. This was also confirmed by the evaluation.

In February 2012, the Secretariat collaborated with the PNG judiciary in organising a judicial seminar on judicial independence and the Commonwealth (Latimer House) Principles. The timing of this seminar, according to the training report, 'was fortuitous as it took place at a time of intense conflict between the government of PNG and the judiciary'. A total of 30 participants attended, including 28 national and supreme court judges, two of whom were judges from the Australian

Federal Court in Brisbane, who at the time were sitting as judges of the Supreme Court for one week three times a year, and two Chief Magistrates. At the end of the seminar, one of the participants commended the Commonwealth, noting that 'the Commonwealth is uniquely placed to show the different experiences and that we are not alone'.

The Chief Justice asked the Secretariat General for the Secretariat's participation in a judicial seminar held in March 2017 on the topic of 'court craft', including their support in the organisation of the seminar, funded by the judiciary. The purpose of the seminar was to discuss the judicial conduct of appellate and commercial litigation, including case management. The Secretariat, a retired judge from Australia linked to the Secretariat and a judge from the United Kingdom (UK) serving on the Queensland Bench, facilitated the workshop. Forty-one judges of the supreme and national courts of Papua New Guinea attended the seminar. The size of the judiciary has increased significantly since 2012, when there were 26 judges.

Efficiency

During the evaluation period, there was no direct cost from the Secretariat on the rule of law programme. The capacity of PNG to resource the Secretariat's participation in a national programme is commended as part of its collaboration with the Secretariat. The collaboration is reflected in the Commonwealth logo, which 'was prominently featured in all promotional material on display at the seminar'. The ability of member countries to resource expertise from the Secretariat, if the member countries can afford it, should be commended and promoted, particularly when they have limited resources.

Effectiveness

The Commonwealth connections based on common law, coupled with Commonwealth platforms, such as the Judges Forum, and formal and informal resource material sharing, has been commended as a key source of information for the judiciary. One of the respondents noted that there is 'availability of very good information to make informed judgements'. A notable example of the direct utilisation of Commonwealth resource materials was seen in the appointment of the Leadership Tribunal in PNG, when information from both the Secretariat and the UK Courts was

used and applied, particularly regarding terms and conditions. Notable cases handled by the Leadership Tribunal include the trial of a sitting judge and the current Prime Minister.

Sustainability

The sustainability of the capacity-building programme in PNG is grounded on the judiciary led by the PNG Centre for Judicial Excellence, which delivers training programmes, in collaboration with development partners, based on a sound needs assessment and a national capacity development plan, not just stand-alone training programmes. All training sessions are mandatory and are to be prioritised by all judges. To ensure they do, a free week dedicated to training and catching up with court cases is incorporated into the judicial calendar.

To complement the capacity-building programme, extensive resource materials, which are easily accessible and are being used by judges in the delivery of their services, have been developed by the judiciary. Some of the materials produced by the supreme court and national court, as part of the judiciary, include:

- National Court of Papua New Guinea bench book, 2008;
- Code of Judicial Ethics (adopted by judges on 29 October 2010);
- National Court – special court track – fraud and corruption offences track, 2014;
- National Court – registry manual on election petitions, 2017;
- Appointment and discipline procedures, 2015 (being applied on a current case);
- A protocol for the appointment of Leadership Tribunals and Constitutional Office Holders Rights Tribunals by the Chief Justice, 2010 (PNG is the only Commonwealth country with this protocol);
- Manual of judiciary administration, 2009 (it should be noted that in the Commonwealth only the judiciary in PNG has produced a manual on judicial administration);
- Serving on the bench in Papua New Guinea, 2014.

Regional knowledge sharing and exchange

PNG has started to reach out to provide technical assistance and capacity support in the Pacific region. PNG hosted the 2016 Pacific Judicial Conference, in which chief justices from the region participated, including those of Australia and New Zealand.

In recognition of PNG's role in the judiciary, memorandums of understanding have been signed between PNG and Solomon Islands, Samoa and Nauru on the supply of judges; an invitation has been received from Solomon Islands to serve in the Courts of Appeal; a request has been received from the Samoa Court of Appeal; and an invitation has been received from Nauru to constitute its first Court of Appeal and provide a judge to sit in the Court of Appeal.

The PNG judiciary is currently supporting the Pacific legal information website, hosted by the University of the South Pacific in Vanuatu. The website provides legal information and case law from the Pacific Islands and was originally supported with funds from Australia and New Zealand.

PNG is bidding to transform the current PNG Centre for Judicial Excellence to a Regional Centre for Judicial Excellence by 2020. The Pacific Judicial Education Programme is currently being delivered, with experts funded by Australia and training costs funded by PNG.

To strengthen its capacity and maintain quality in service delivery both nationally and regionally, PNG has appointed both local and international judges. A total of 43 judges are in service, ten of whom are non-citizens. An extensive infrastructure development for the judiciary, funded by the PNG government, was under way at the time of the evaluation.

2.2.3 Public administration

This evaluation has highlighted that either limited support or no support at all was provided in the area of public sector governance in the Pacific region. The Public Sector Governance Unit (PSGU) particularly highlighted that, with a limited budget available for programming, it is too expensive to run any programme meaningfully in the Pacific region because of the high costs of delivery. When delivering programmes, the available budget would have more value in Africa or the Caribbean than in the Pacific. The evaluation may not, at this stage, conclusively provide answers to why this is the case, as more evidence will be required from conducting country evaluations in the region. Some questions that need to be addressed within the broader regional and programme context include:

- Did the potential for programme delivery, particularly in the Pacific region, get affected by the restructuring that saw the Governance and Institutional Development Division (GIDD), the largest division in the Secretariat, reduced to a unit – the PSGU – with a limited number of staff?
- GIDD programmes were delivered as regional or thematic programmes. During the reform, the regional arm of the GIDD was removed.

How important was this regional mechanism in understanding the needs of the member countries and ensuring their needs are met? How did this directly affect programme delivery, particularly in the Pacific region?

- Did the movement of the programme lead of the PSGU during the implementation of the strategic plan to the Human Resource Division reduce the staff levels and affect programme direction and delivery?
- The Centre of Government approach versus the original regional approach to the delivery of the programme was instituted during this reporting period. How effective was this approach? Did this approach take off and deliver any tangible results? Did the Secretariat find its niche in the Centre of Government approach or did it lose its hold on public administration? Did the new unit (PSGU) effectively conceptualise the Centre of Government approach? Was this strategy fully adopted and delivered or has it diffused PSGU programming?
- How did budget and staff reduction affect programme delivery in the Pacific region in relation to other regions? Why is programming in other regions ongoing and minimal in the Pacific region?

2.3 Social development

Enhanced positive impact of social development

Context

In the reporting period, there was no direct programme delivery on gender equality, education and health in PNG. In regard to education programmes, PNG has actively participated in most of the Secretariat's education toolkits developments. Although there was no direct support given to PNG during the evaluation period, PNG's participation has brought about commendable results.

Figure 4 shows the expenditure across the Social Development pillar over the four-year strategic period. The figure shows that no expenditure was made in Papua New Guinea over the period in this pillar.

2.3.1 Health

PNG has always participated in the Commonwealth Health Ministerial Meetings and has been invited to join the Commonwealth Advisory Committee on Health. Engagement with health officials in PNG revealed the advancement of the government's efforts to consolidate 62 pieces of health legislation into only two that address health administration and public health. Although there has been a move within the Secretariat to address non-communicable diseases (NCDs), it was noted

that communicable diseases are still the primary concern of PNG, as a significant proportion of the population is still rural.

The Secretariat's ongoing regional support for legislative drafting on NCDs with the Secretariat for the Pacific Community (SPC) was commended by PNG; however, legal support for legislative drafting is currently being received from the Australian government. Although PNG still requires significant legal expertise to fulfil its ambitious project of consolidating legislation, it was highlighted that the nature of PNG's technical requirement means that it cannot be met by expertise in the region but needs full-time technical expertise based in-country.

2.3.2 Education

Commonwealth school leadership and teacher's professional standards

At the 16th Conference of Commonwealth Education Ministers (CCEM) in 2006, the ministers discussed the challenges in school leadership. In response to the discussion, the Secretariat conducted research on school leadership and presented the findings at the 17th CCEM in Malaysia. Based on the findings, a call was made by the ministers to progress work on the School Leadership Framework. At this forum, the Secretariat approached the CCEAM to collaborate in the development of the framework.

Table 11. Social Development Results Framework

No.	Result	Indicators	PNG
3.1	Strengthened national frameworks and policies improve health outcomes	Member countries with up-to-date policies and regulatory mechanisms to meet international health care delivery standards	No
3.2	Strengthened national policies and frameworks improve education outcomes	Member countries with up-to-date policies, regulatory mechanisms and standards for the implementation of quality teaching and learning systems	Yes
3.3	Gender equality and the empowerment of women effectively mainstreamed into member country policies, frameworks and programmes and Secretariat's projects	Policy formulation and planning processes of member countries reflect and demonstrate gender equality and empowerment	No
3.4	Improved capacity building for social development	Member countries have the ability to formulate policy and planning processes for social development priorities	No

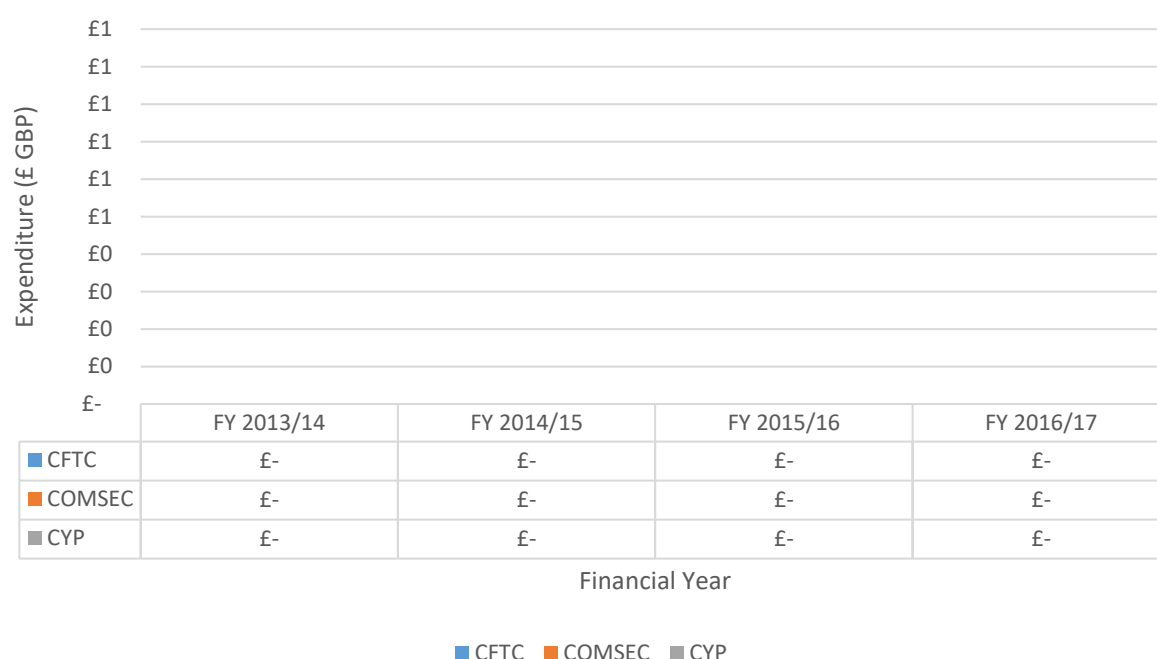
Commonwealth Secretariat's support

- PNG was one of the targeted member countries that participated in the analysis of technical and vocational education and training (TVET) systems in five Commonwealth countries. The other member countries were Bangladesh, The Gambia, Jamaica and Kenya.
- PNG participated in and contributed to the Roundtable on Technical and Vocational Education and Training and development of a TVET framework.
- PNG engagement contributed to the development of the Technical and Vocational Education and Training Self-Assessment Toolkit for enhancing skills for sustainable development, published in 2017.
- PNG participated in and contributed to the development process of the Commonwealth Education Policy Framework, developed and published in July 2017.
- PNG participated in the development of the Commonwealth School Leaders Capability Framework, which was finalised in 2013 in collaboration with the Commonwealth Council for Education Administration and Management (CCEAM). PNG was one of the member countries that agreed and signed up to pilot the framework. The other countries included Barbados, Ghana, Malaysia, Namibia and Singapore.
- The Commonwealth Professional Standards Framework for Teachers and School Leaders was finalised in 2013. PNG is one of the member countries that started the development of national standards. Others include Mauritius, Kenya, Samoa and Jamaica.

The core focus of the School Leadership Framework was to 'Provide a cost effective means of accessing professional learning for educational leaders particularly in developing country and small state context; Create and sustain a Pan-Commonwealth educational partnership between

the educational leaders, thereby building localised and collective capacity and sustainability; and Provide a reference point and shared experiential learning for what it means to be an educational leader within the Commonwealth.'¹¹

Figure 4. Social development direct programme expenditure 2013/4–2016/17



Efficiency

A core working group was established with membership from a number of Commonwealth countries, including a representative from PNG, who was a key resource person in regard to technical input and the review of the document. A series of workshops funded by the Secretariat were held to facilitate the development and validation process. The draft framework was completed and presented at the 18th CCEM in Mauritius in 2012. The Secretariat was unable to carry this work forward because of its restructuring under the then new strategic plan, shortage of resources, and staff rotation and redundancies. The 20th CCEM in Fiji provided an opportunity to revive work in this area.

A significant amount of resources, both financial and staff time, was used in the development of resources but they were not taken forward by the Secretariat. Some of the challenges identified during this evaluation included the following:

- Ownership of the framework by the Secretariat made it difficult for the collaborating partner – CCEAM – to take forward the framework formally; however, despite this challenge, the CCEAM continued to be engaged so as not to lose valuable knowledge.
- The Secretariat's technical lead vacated the role in 2012 and handed the work to another colleague, who shortly completed their term of service and left. There was no staff directly responsible for this project until February 2018, when discussions were reactivated at the 20th CCEM in Fiji.
- The 2013 Secretariat reform and restructuring had a direct impact on this work, as the future of education was uncertain. Following this period, a number of structural changes were implemented with new leadership. The number of education staff was reduced from seven to two. The evaluation noted that the new leadership, with limited financial and staff resources, did not prioritise taking forward work that was already in progress, such as the School Leadership Framework.
- Following discussions between the CCEAM and the Commonwealth Secretariat Education & Social Development staff, and to capitalise on the work on the framework, the CCEAM and COMSEC signed a Letter

of Understanding in November 2018.

The letter sets out the commitments of both partners with respect to developing a pan-Commonwealth school leadership and management programme and further developing the School Leadership Framework, with the aim of providing a shared leadership language for teachers, educators and school leaders in early years to Year 13. It will be a more robust and developed version than the one produced in 2013.

Effectiveness

PNG, having been involved in the development of the framework, requested that the Secretariat take forward the draft framework through the CCEAM. Despite the lack of formal approval from the Secretariat, PNG contextualised and adapted the framework to national needs.

The PNG National Quality School Standards Framework, which also incorporates leadership aspects, was developed. The framework was approved in 2017 and is now being implemented by all schools in PNG. Training on the new framework was given to all school leaders. In support of the implementation, the government provided all teachers with tablets, and all targets were computerised and colour coded (green, orange and red). In addition to the government prioritising this effort through resources and staff time, key development partners involved in the framework's development included the UN Educational Scientific and Cultural Organisation (UNESCO) and UNICEF, which funded the consultants, training and printing costs.

A key factor in its success, as noted by a PNG respondent, was being 'actively involved in the development process and owned it and needed to take it forward'. It was noted that participation is key to driving such a complex process nationally, and therefore, to ensure buy-in, presentations were made to top secretaries and the need to constantly monitor the implementation once the framework had been developed was stressed. The success of this project, including the school app flagship project, is to be showcased at the Asia-Pacific Economic Cooperation (APEC) meeting hosted by PNG later in the year.

A key challenge facing implementation is monitoring and evaluation, given the remoteness of some of the districts.

Table 12. Programme performance

	Output	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	The Commonwealth professional standards for teachers and school leaders developed	Member countries engage with the framework and adapt it to national needs	National frameworks developed and implemented in member countries	Improved teachers and leadership standards in member countries
Progress to date	Framework developed but not published	PNG engaged with the framework within its national context and adapted it	PNG National Quality School Standards Framework was developed and approved in 2017 and is currently being implemented	N/A
Progress rating				
Comments	Progress is satisfactory and credit is due to the Government of PNG for leading the reform process and to the partner organisation, CCEAM, for its continuous engagement with PNG and its dedication to the outcome			

Partnership and collaboration

Effective partnership with Commonwealth organisations is demonstrated through the implementation of this project and several other engagements with education programmes. Credit for the framework's progress to date goes to the CCEAM, which continued to engage with the framework, despite the challenges experienced by the Secretariat. The reactivation of engagement with the framework was initiated by the CCEAM because of their commitment to the outcomes and the potential that the framework has for Commonwealth member countries.

However, the evaluation noted that during the development of the teachers' professional standards, the Commonwealth Teachers' Group (CTG), a member of the Commonwealth Consortium for Education, was not consulted or involved in the development process. Nevertheless, it should be noted that the CTG is not a Commonwealth accredited organisation. Despite this, the CTG, the Commonwealth Education Trust and the Commonwealth Association of Museums all engaged in teacher training, having expressed an interest in engaging with the framework. The Secretariat's efforts going forward will involve having the framework tested, peer reviewed and implemented.

Commonwealth Education Policy Framework

PNG is one of the 13 member countries that participated in the pan-Commonwealth consultation on the Commonwealth Education Policy Framework held in Nairobi, Kenya, in May 2016. The Commonwealth Education Policy Framework is intended to provide a high-level comprehensive overview of the main policy prescriptions required for improving educational outcomes. The framework encompasses a life-course perspective, taking a system-strengthening approach, which will build capacity for education policy and frameworks across the Commonwealth, in an effort to improve educational outcomes reflective of the Sustainable Development Goals (SDGs). The framework can also be used to assist member countries in finding, and subsequently addressing, gaps in their policies.

The development of the policy framework was completed in 2016. The framework was piloted in Fiji, Solomon Islands and Tuvalu in 2017. The outcomes from the pilot countries informed discussions at the 20th CCEM, where the published documents were shared with member countries.

Table 13. Programme performance

	Output	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	Draft Commonwealth Education Policy Framework developedPan-Commonwealth consultation on Education Policy Framework conducted Policy framework piloted in three member countries and report produced with action plans	Member countries engage with the Commonwealth policy framework and adapt it to national needs	National policies aligned to the SDGs developed or strengthened	Member countries implement national policies
Progress to date	Completed	N/A	N/A	N/A
Progress rating				
Comments	Satisfactory delivery of output; however, there was no engagement with PNG's focal point to ascertain the level of uptake in PNG			

Effectiveness

The evaluation could not determine PNG's perception and uptake of the framework. Plans are under way to further engage with the pilot countries; however, because of limited budgets, intentions to extend engagement with the framework to the Caribbean region need to be put on hold.

Technical and vocational education and training

Technical and vocational education and training (TVET) has been prioritised by the Secretariat, in response to the employability of school graduates, progression routes for more specialised skills development and youth unemployment.¹² Reforming the policy frameworks that underpin TVET and skills development for young people and changing the low social status of TVET and skills are two key challenges faced by many Commonwealth countries.

In response to this challenge, the Secretariat conducted an analysis of technical and vocational training systems in five Commonwealth countries, including PNG. Some of the research findings in PNG include the following:

- 'There is a dysfunctional system of vocational education and training in PNG which has existed since independence... A lack of overall co-ordination through a national policy, single agency and a master plan for TVET is hindering development of the sector in Papua New Guinea.'
- 'Papua New Guinea scored low in the nominal ranking in "provider standards" and "delivery and assessment".'
- 'Structural reform should be a priority to ensure responsibility for TVET is simple and accountable. Once governance reforms are embedded, consideration should be given to the policy to support quality TVET including national qualifications frameworks, quality assurance processes, industry engagement models and so on.'

Table 14. Programme performance

	Output	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	Policy analysis conducted Roundtable validating the draft policy framework and research findings conducted TVET Self-Assessment Toolkit (facilitators and participants) developed and published	Member counties conduct self-assessment of TVET and provide a ranking that identifies areas for improvement	National action plan developed and agreed in a workshop setting in the member country	Member country implements TVET action plan
Progress to date	Completed	N/A	N/A	N/A
Progress rating				
Comments	Satisfactory delivery of output; however, key officials involved in the TVET research in PNG were not available at the time of the evaluation to assess uptake in PNG. Toolkits are important to ensure that impact is realised, and monitoring, assessing and facilitating the impact is fundamental			

- 'There is strong evidence that the only quality outcomes that are likely to meet industry skills needs are currently provided by partnership arrangements. Parallel to the development of governance reform for the sector there should be a move to expand partnerships to deliver TVET¹³.'

PNG participated in the roundtable held in London, UK, from 24–25 June 2013, which drew stakeholders and experts on TVET to validate the research findings and also discuss the draft policy framework. Some of the international players that participated included the International Labour Organisation (ILO), UNESCO, the UK's Department for International Development, the British Council, the Association of Technical and Vocational Institutes in the UK, the Association of Technical and Vocational Institutes in Africa, professors in TVET and senior officials from the target member countries. A key outcome of this meeting was an agreement to refine the framework,

develop a toolkit in line with the framework and conduct research to map the mechanisms between employers and providers of education.

A comprehensive toolkit was developed for both participants (a manual) and facilitators (a guide). The self-assessment toolkits, complete with seven short videos, aim to support workshops that analyse specific technical and vocational training systems. These toolkits were shared at the 20th CCEM in Fiji in 2018.

Effectiveness

At the time of evaluation, the toolkits had been shared with member countries only a couple of months before. Other member countries, such as Bangladesh, have expressed interest, and discussions have been held to consider the next steps. However, the evaluation noted that there is limited resourcing available to support member countries in taking forward implementation of the toolkit. Although this is a self-assessment toolkit designed to be implemented by member

countries, effort and resources need to be provided to facilitate implementation in select countries to ensure that outcomes are realised. The Secretariat is now recognised as a player by international partners and has recently been invited as an observer to the Inter-Agency Group on TVET, whose membership comprises the ILO, UNESCO, the OECD, the European Union (EU), the Norwegian Agency for Development Cooperation and Belgium Aid among others.

The Secretariat experienced some challenges during the delivery of education programmes. Below are some of the challenges identified by the education team:

- There has been a significant budget reduction in education programming, which has limited the delivery to products, leaving no resources to support the translation of outputs to outcomes.
- Restructuring had an impact on the delivery of outputs. A reduction in the technical team's staff, from eight to two, has reduced the level of the Secretariat's technical engagement at the international level.

2.4 Youth

Young people are more integrated into and valued in political and development processes

Context

In the Commonwealth Youth Development Index 2016, PNG ranks 127 globally and 32 in the Commonwealth ranking. The Pacific Youth Development Framework 2014–2023, which co-ordinates youth-centred development in the Pacific, notes that more than half of the region's population of 10 million, across 22 countries and territories, is under the age of 25. Despite the substantial size of the youth population in the region and the significance of issues such as youth employment and young people's sexual and reproductive health, there is a lack of targeted investment required to meet the needs of all young people in the Pacific region.

To respond to some of the regional challenges, the Secretariat, during the 2013/14 reporting period, supported the development of the youth employment strategy for the Pacific region. Senior officials representing ministries of young people, women, labour and social development made a commitment to the strategy at the Pacific Summit and Policy Dialogue on Youth Entrepreneurship

in 2017. It was convened by the Commonwealth Secretariat in partnership with the ILO and the SPC, in Suva, Fiji, from 5 to 7 April. In their joint statement, officials agreed to improve the collection of age-disaggregated national data to develop more evidence-based youth development policies and programmes.

The Secretariat partnered with the UN Department of Economic and Social Affairs, the UNDP, UNESCO, UN-Habitat, the SPC and the Pacific Youth Council to organise a workshop in Fiji for 12 Pacific states. The workshop was attended by the Senior Youth Ministry and National Statistics Office officials and young Youth Council and civil society leaders (2015/16). During this meeting, participants used the YDI toolkit to develop realistic national and regional evidence action plans in line with the SDGs and their own priorities, factoring in young people as active contributors rather than passive data sets.

In 2016/17, the Pacific region, supported by the Commonwealth, committed resources and produced the *State of the Pacific Youth* report to track progress on youth development in the region, as a result of the Regional Evidence Based Youth Policy Workshop. During the same period, the Commonwealth Alliance of Young Entrepreneurs facilitated youth entrepreneurship policy workshops using the Commonwealth Guide on Youth

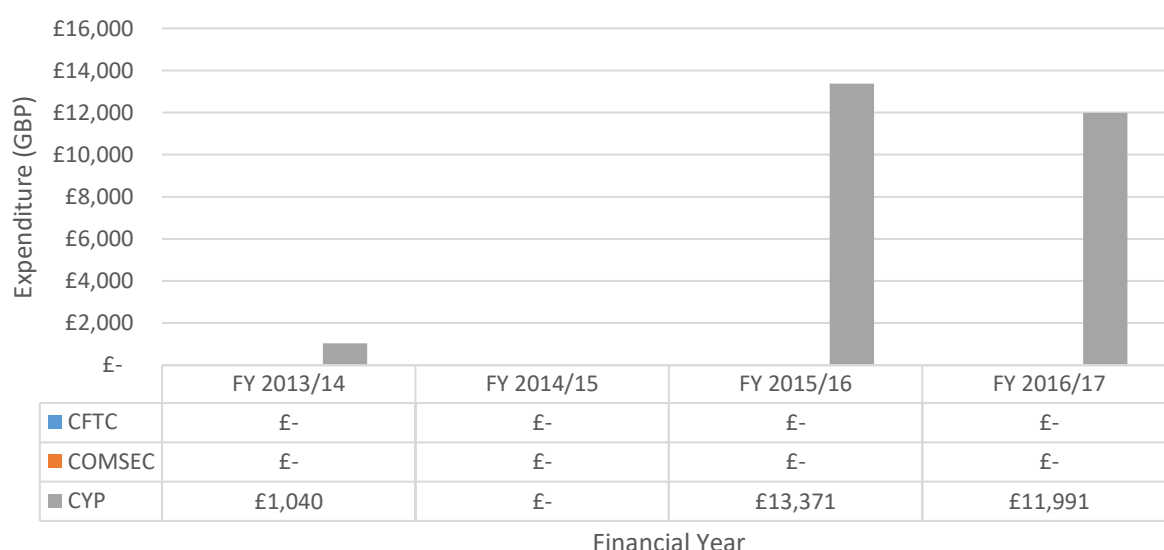
Table 15. Youth Results Framework

No.	Result	Indicators	PNG
4.1	National and pan-Commonwealth frameworks advance social, political and economic empowerment of young people	Number of member countries implementing reform actions to establish or strengthen the policy environment for youth empowerment	Yes
		Number of member countries taking action to further the professionalisation of youth work	Yes
		Number of member countries adopting sport as an intentional approach to advancing development and peace, as indicated by: specific policy instruments national coordination and cross-sectoral mechanisms	Yes
4.2	Young people empowered and supported to participate meaningfully and take forward youth-led initiatives	Number of national, regional and pan-Commonwealth youth-led networks and platforms set up or strengthened	Yes
		Number of targeted national, regional and international institutions and individuals demonstrating increased impact in youth development and youth-led programming	No

Commonwealth Secretariat's support

- The Commonwealth Youth Awards for Excellence in Development recognised 17 young people from 15 countries, awarding £26,000 to support their development projects. The leader from PNG was among the outstanding leaders honoured. Other countries included Cameroon, Jamaica and Bangladesh.
- PNG participated in the capacity building delivered to strengthen the technical expertise of the directors of ministries of young people and labour in developing, implementing, monitoring and evaluating youth employment programmes (2013/14).
- PNG participated in the Pacific Region Commonwealth Youth Minister Meeting, held in Apia, Samoa, in September 2015. Issues such as youth unemployment, migration, health, education and climate change were central to the discussions.
- PNG participated in the Sports Ministers Meeting in Glasgow, UK in 2014, and in Rio de Janeiro, Brazil, in 2016.
- PNG participated in the Pacific Regional Evidence Based Youth Policy Workshop in Fiji (2015/16).
- PNG participated in the Pacific Summit and Policy Dialogue on Youth Entrepreneurship, convened by the Commonwealth Secretariat in partnership with the ILO and the SPC, in Suva, Fiji, in April 2017.
- A request for technical assistance was received on the development of the National Youth Policy of PNG. The process was started but was not concluded. This evaluation tries to identify why the technical assistance was not successful.

Figure 5. Youth direct programme expenditure 2013/14–2016/17



Entrepreneurship, covering four sub-regional training programmes in Africa and one training programme in the Pacific region.

Figure 5 above shows the expenditure across the Youth pillar over the four-year strategic period. The figure shows that all expenditure was made from the CYP fund.

2.4.1 Empowerment of young people

National Youth Policy

The National Youth Development Authority (NYDA), part of the Ministry for Youth, Religion and Community Development in PNG, submitted a request for 'Technical Assistance to develop the National Youth Policy of Papua New Guinea 2018–2028' to the Secretariat on 21 April 2016. The Secretariat responded positively, in May 2016, to placing a CFTC expert in PNG and approved this project upon receipt of completed technical assistance forms from the Ministry.

As part of the assignment, the expert was to conduct a comprehensive review of the current youth policy; hold consultations with stakeholders to discuss the key development objectives of the National Youth Policy; review existing stems and processes in place to monitor the policy; identify gaps in the systems, processes and critical human resource capacity of the NYDA and other authorities for effective policy implementation and develop a plan to effectively address these gaps; develop an appropriate National Youth Policy attuned to the broader policy and macro-economic environment, with appropriate strategies to ensure management of the policy to facilitate development interventions that will enable young people to fulfil their aspirations and make positive contributions to society and the SDGs in PNG; and support the NYDA in identifying, gathering, collating and storing the data required for effective policy development, decision-making and monitoring.

Efficiency

However, this project did not progress beyond the application stage. The Secretariat noted that following the approval there was no response from PNG. After further follow-up, it was later determined that the officer who had direct responsibility for the project had moved on, and the project was not handed over. With CFTC funding later reduced and no response from PNG, this project was put on hold and no further follow-up was made.

Effectiveness

The evaluation revealed that the National Youth Policy 2018–2028 is under development and an initial draft is almost complete, with elements such as the logical framework and policy implementation tool completed. Planned stakeholder consultations on the draft policy cannot be conducted for lack of resources. It is expected that the process will be complete by December 2018. The draft policy focused on four outcome areas: mainstreaming youth issues in government; education and employment; positive living, physical fitness and culture; and national youth service. It was developed using internal resources and expertise guided by Policy Management Committee and Technical Working Group. The team within the NYDA noted that current limited government funding for youth work has implications for the timely delivery of a quality policy document. As a result of the required extensive consultations with stakeholders in all regions and districts before further consideration, and considering the travel challenges within limited budgets, progress is expected to be slow and could have an impact on the quality of the output.

Youth work professionalisation

As part of the Commonwealth youth work professionalisation, a diploma programme was established and institutionalised as a professional qualification. This programme was co-ordinated through the Regional Commonwealth Youth Centre in Honiara, Solomon Islands. However, when the centre was closed, a memorandum of understanding was signed between the Commonwealth Secretariat, the PNG National Youth Commission and the Devine Word University (DWU) in PNG (2013) to continue with the delivery of the programme for two years (2013–2015). The DWU is a national university and a leading tertiary institution in PNG. Formerly the Divine Word

Table 16. Programme performance

	Output	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	The existing Youth Policy reviewed Youth Development Policy 2018–2028 developed	Stakeholders engaged on the draft Youth Policy	Youth Policy adopted and approved by Cabinet	National Youth Policy 2018–2028 implemented
Progress to date	Policy under development without COMSEC support	N/A	N/A	N/A
Progress rating				
Comments	Technical assistance requested was not provided after approval. There is still a need for technical assistance, but this will have to be re-defined within the context of ongoing progress			

Institute, it was established by an Act of Parliament in 1980 and was established as a university in 1996. The DWU is ecumenical, coeducational and privately governed with government support.

Efficiency

Following this, a flexible Diploma in Youth Development (DYD) programme – a joint partnership programme with the Commonwealth Youth Programme and the PNG National Youth Council – was launched. It was expected that it would become a flexible and online programme. PNG participated in a regional training programme, and it also hosted a Secretariat youth staff member and engaged in discussions on the transition of the diploma programme.

In 2013, the PNG National Youth Commission (Commonwealth Youth in Development Programme) was primarily linked to the Commonwealth Secretariat, with its website hosted on the Commonwealth Secretariat's site. It was mandated by the government to be the central agency in the country's youth affairs. The Commission strove to build relationships and establish networks among stakeholders nationally, regionally and globally for greater attention and action on the issues and aspirations of young people. The Commission was guided by the National Youth Commission Act 1999. The Act

gave the Commission important powers to operate as the overall custodian of all youth issues in PNG. As part of the nationalisation of programmes, the National Youth Development Authority Act 2014 was passed, which established the NYDA and repealed the National Youth Commission Act 1999. This Act makes provision for the NYDA, the Provincial Youth Development Council, the District Youth Development Council and the local-level Youth Development Council.¹⁴

Effectiveness

According to NYDA's *Annual Performance Report 2015*, the DYD was not yet running. The report noted that 'Devine Word University is still short of manpower to deliver the Diploma programme. However, NYDA through its Training Division is in close dialogue and is liaising with the institution to offer the course in 2016.'¹⁵

At the time of the evaluation, the DYD programme was still not running. No follow-up was conducted by the Secretariat on the transitional arrangements of the DYD programme and on the national uptake. One of the respondents noted that 'the entrance requirement for a diploma was high, therefore no participants qualified for the programme'. There was no follow-up on the programme's closure.

Table 17. Programme performance

	Output(s)	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	The DYD programme launched at the national university	Increased national enrolment in the DYD programme	Increased number of professionals with youth development skills	Improvement in youth development planning and delivery
Progress to date	Successfully completed	No enrolment, programme closed	Not assessed	Not assessed
Progress rating				
Comments	Unsatisfactory progress towards outcome. More engagement from the Secretariat would have ensured that the challenges being faced were addressed			

Sustainability

The Secretariat's efforts to nationalise the DYD programme and integrate it into the national institution was part of its sustainability approach to ensure the programme continues to run. This has been successful in a number of Commonwealth member countries, an example being the sustainably run programme in Namibia and a degree programme that Namibia has developed to advance youth professionalisation.

However, this transition in 2013 came up against the national transition of the youth programme, including its leadership. The result of this, coupled with the closure of the Commonwealth regional youth centres, the restructuring of programming within the Youth Division and the lack of follow-up on the delivery of the programme and implementation of the memorandum of understanding with Devine Word University, led to the ultimate *death* of a full youth programme. The impact of the closure of youth centres on national youth development will be reviewed as part of another study.

Sports for development and peace

The Sports for Development and Peace programme in PNG is spearheaded by the PNG Sports Foundation. The Sports Foundation is the PNG government's agency for sport, established by the PNG Sports Foundation Act in 2006 in direct implementation of the National Sports Policy 2004.

There was no direct Secretariat engagement with PNG on sports for development and peace; however, the evaluation noted the high level of government investment and policy direction in PNG in professional games as well as sports development as a whole. The leadership of the Sports Foundation outlined the extensive infrastructure development for sports and various professional engagements within the region and internationally, as well as physical education in schools. A high-performance centre, the only one in the Pacific region, has been established to prepare world athletes, addressing areas such as psychology, physiotherapy, sports science, sports medicine, dual careers and life skills, among others.

The Sports Foundation highlighted the need for more follow-up from the Secretariat in relation to outcome documents from ministerial meetings. The stakeholders consulted, noted that a number of commitments made by ministers between 2010 and 2018 are already being implemented. As a result of limited time, the evaluation could not verify the status of the implementation of the commitments.

Model indicators on sport and the SDGs

The Sports Foundation stakeholders highlighted policy gaps between 2006 and 2014 in the implementation of the national sports programme; however, it also indicated that, through the current leadership, a new policy is under development. The Secretariat's technical assistance was called upon to support this process. The leadership was informed of the Secretariat's effort to establish model indicators for national sports development aligned to the SDGs. Following the field mission,

linkages have been established between the PNG Sports Foundation and the Secretariat's sports team, and an invitation to participate in the stakeholders' roundtable on the review of draft indicators in November 2018 has been extended and accepted by the Sports Foundation.

2.4.2 Youth-led initiatives

The 2015 annual performance report of the National Youth Development Authority recognised the need to implement government directives, as per the Alotau Accord, 2012, to establish youth council networks nationwide. As part of the establishment process, the 'division conducted some consultations with few provinces regarding the establishment of the youth council network'. At the time of evaluation, it was unclear whether this structure was already functional or still needed to be put in place.

2.5 Economic development

More inclusive economic growth and sustainable development

Context

PNG hosted the 2018 year-long APEC meetings. This was the first time PNG has hosted the APEC meetings. APEC is a regional economic forum, established in 1989, to leverage the growing interdependence of the Asia-Pacific region. APEC's 21 members aimed to create greater prosperity for the people of the region by promoting balanced, inclusive, sustainable, innovative and secure growth and by accelerating regional economic integration. The 2018 theme was 'Harnessing Inclusive Opportunities and Embracing the Digital Future'. Hosting APEC is expected to have a positive impact on the economy, from increased activity to employment. It also raised the international profile

of PNG and promoted it as an investment acme in business and a tourism destination beyond the APEC meetings.

In promoting trade and investment in PNG, the Secretariat supported the Pacific region as a whole, and PNG directly, in its progress towards PACER Plus. This is a comprehensive free trade agreement, covering goods, services and investment. Negotiations on PACER Plus commenced in 2009 and concluded in Brisbane on 20 April 2017. Other support includes the long-standing work on oceans and natural resources.

Figure 6 shows the expenditure across the Economic Development pillar over the four-year strategic period. The figure shows that all expenditure was made from the CFTC fund.

Table 18. Economic Development Results Framework

No.	Result	Indicators	PNG
5.1	Effective policy mechanisms for integration and participation in the global trading system	Member countries that effectively formulate trade policy, negotiate and implement international trade agreements	Yes
		Member countries that implement export development and competitiveness strategies	Yes
5.2	Commonwealth principles and values advanced in global development and financing decisions	Commonwealth position on global development and financing decisions recognised at G-20 and post-2015 Millennium Development Goals framework, among others	N/A
5.3	National frameworks facilitate effective debt management	Member countries that reform their management of public debt	No
		Member countries that effectively utilise the Secretariat's debt management systems to proactively manage their debt	Yes
5.4	Strengthened, equitable and sustainable management of maritime and other natural resources	The degree of integration between policies and legislation in member countries for the management and governance of natural resources	No
		Number of reformed/established governance frameworks and institutional arrangements in member countries that promote and support the sustainable management of natural resources	Yes
		Number of maritime boundaries delimited by Commonwealth member countries in accordance with international law, including through joint development and other provisional arrangements	Yes
		Number of broad-based mechanisms for effective, transparent and integrated management of marine resources implemented by member countries	No

Commonwealth Secretariat's support

- Technical support for the effective participation of PNG in the Regional Integration Initiatives in the Asia-Pacific region.;
- Analytical support for the PACER Plus negotiations to the Department of Trade, Commerce and Industry;
- Strengthening capacity of trade stakeholders in trade policy-making and negotiations;
- Regional technical support provided through strengthening the Office of the Chief Trade Adviser (OCTA) to support PIF countries in PACER Plus negotiations.
- Technical support provided in the Development of the Annual Debt Bulletin;
- Capacity of officials developed in the operationalisation of debt management system within the Debt and Cash Flow Management Unit in the Ministry of Finance;
- Technical support provided for the joint Extended Continental Shelf submission of PNG and Solomon Islands and Cook Islands;
- Technical assistance in the development of a National Ocean Policy Framework (ongoing);
- Technical support to the Department of Treasury on Papua New Guinea Sovereign Wealth Fund Reform (ongoing);
- Technical support provided to the ACP Fisheries Mechanism with the opportunity to respond to the regional and national needs of the Pacific region member countries.
- Strengthening the capacity of the Melanesian Spearhead Group with regard to Regional and Multilateral Trade Issues (July 2013–March 2014);

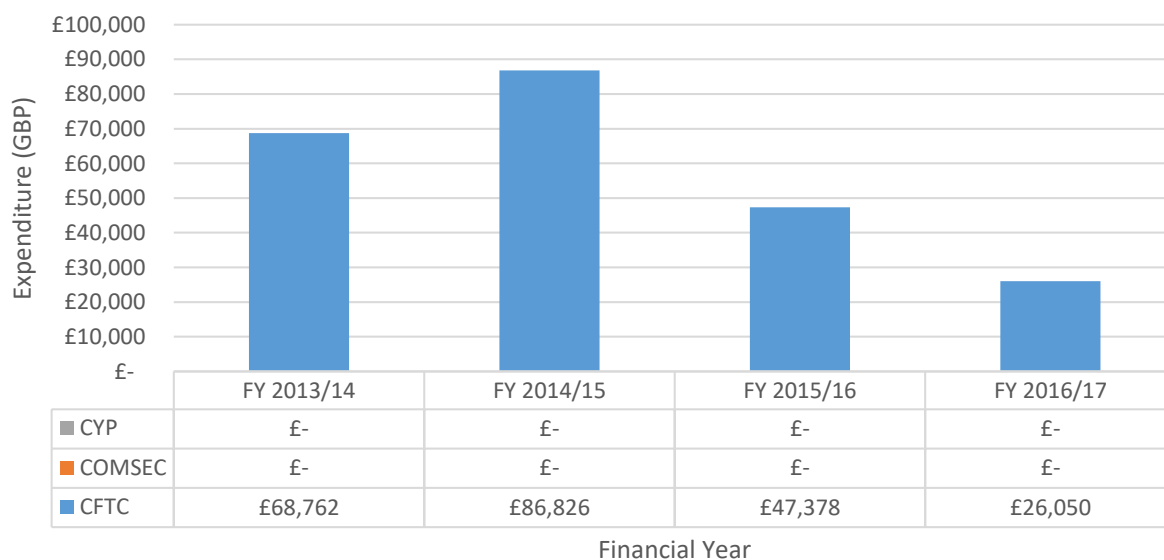
2.5.1 Trade

PACER Plus

In June 2009, the Pacific Forum Trade Ministers agreed to the establishment of OCTA forthwith. OCTA provides independent advice and support to

the forum island countries (FICs) on trade matters. OCTA, with the support of the Pacific Islands Forum Secretariat, requested long-term technical assistance under the CFTC, to develop the institutional capacity of OCTA and directly support the full range of economic and legal analysis, advice,

Figure 6. Economic development direct programme expenditure 2013/14–2016/17



negotiation and training to further progress towards PACER Plus agreements. The Secretariat provided two CFTC experts – an economic adviser and a legal adviser. The range of technical support included analysis of international trade and policy issues, the engagement of relevant stakeholders, provision of advice on the development and coordination of negotiating positions, ensuring adequate and capable FICs representation in the PACER Plus negotiations, and strengthening FICs capacities in trade policy-making and implementation. This also included building the institutional capacity of OCTA and securing its sustained ability to provide trade support and coordination to PIF countries, including PNG.

The agreement was signed in Nuku'alofa in Tonga on 14 June 2017 by Australia, New Zealand and eight Pacific island countries: Cook Islands, Kiribati, Nauru, Niue, Samoa, Solomon Islands, Tonga and Tuvalu. Vanuatu signed in Apia in Samoa on 7 September 2017. However, PNG took a political decision not to sign the agreement because of concerns that its provisions for the movement of goods would mean that PNG's local manufacturing industries would be overrun by more advanced companies operating out of Australia and New Zealand.

Regional and multilateral trade issues

PNG was among the Melanesian countries that benefited from the regional programme, 'Strengthening the Capacity of the Melanesian Spearhead Group with regard to Regional and Multilateral Trade Issues (July 2013–March 2014)'. This project strengthened the capacity of the members of the Melanesian Spearhead Group (MSG) (Fiji, PNG, Solomon Islands, Vanuatu) to effectively deal with regional and multilateral trade issues, including the conclusion of trade agreements that reflect their trade and development interests. An expert provided key research into the economies of the MSG members and the region, their trading economic structure and cycles, and their trade products and patterns, and also produced analytic papers, advised on fiscal management and presented external funding opportunities.

Trade competitiveness

In October 2015, the Department of Trade, Commerce & Industry requested that the Secretariat support the process of formulating and implementing a national trade policy and initiating a new trade administration structure, with a view to increasing PNG's trade competitiveness, in the light of the Trans-Pacific Partnership, the Association of Southeast Asian Nations and PACER Plus, and undertaking a national interest analysis of PACER Plus. However, after the scoping mission, it was noted that the original request from PNG was broad, encompassing not only the development of the national trade strategy, but also institutional issues that would require financial resources beyond the capabilities of the Secretariat. However, the Secretariat did not support the policy development because of the ministerial directive to finalise the trade policy in the first quarter of 2016, which would have meant fast tracking the development process and, with respect to the institutional issues, the start of support from the EU covering the broad areas identified of trade policy, trade facilitation and trade administration.

National interest analysis for PACER Plus

Through CFTC short-term consultancy, the Secretariat supported PNG on a national interest analysis for PACER Plus. However, by the time the draft report was presented to PNG, a decision had already been made to withdraw from the PACER Plus negotiation. It was acknowledged that the evidence-based analysis of PACER Plus presented to PNG was useful in contributing to policy decision-making on the need for deeper integration with regional trading partners, as noted by one of the respondents: 'all negotiations have to be guided by evidence base'. On the withdrawal from PACER Plus, it was noted that it was a political directive, and PNG would be seeking bilateral arrangements.

Feasibility study on implementing a single electronic window for trade facilitation

The Secretariat conducted a comprehensive feasibility study on 'Implementing a single electronic window for trade facilitation' in PNG in 2011. A Single Window is defined as:

'a facility that allows parties involved in trade and transport to lodge standardised information and documents with a single entry point to fulfil all import, export, and transit-related regulatory

Table 19. Programme performance

	Output	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	National interest analysis for PACER Plus conducted Regional technical support through OCTA on PACER Plus negotiations provided Capacity of the Melanesian Spearhead Group with regard to regional and multilateral trade issues developed	PNG equipped with evidence base and technical capacity to effectively engage in the PACER Plus negotiations	PACER Plus agreement that meets the national needs of PNG signed	PNG realises trade benefits as a member of the PACER Plus agreement
Progress to date	Completed	PNG negotiation position was strengthened	PNG withdrew from the PACER Plus agreement	N/A
Progress rating				
Comments	There are mixed results for the technical support and analysis. The end result of a signed agreement was not realised. From a regional perspective, the withdrawal is a negative change; however, PNG took the view that it was in a strong position to get the best out of the negotiation by not signing the agreement. The Secretariat is just one of the many development partners that was engaged with PNG during the trade process			

requirements. If information is electronic, then individual data elements should only be submitted once.¹⁶

The purpose of this study was to conduct a study of PNG's current trade facilitation environment so as to assess the feasibility of implementing the single electronic window system in the country. The study identified the benefits of a single electronic window for the community and government agencies/entities, best practices drawing on lessons from other Commonwealth countries and critical success factors. The study specifically assessed the readiness of PNG, including its key institutions, such as the PNG Ports Corporation, PNG Customs Service, the National Agriculture Quarantine and Inspection Agency and other government departments, and its key processes, such as permit application and approval, information technology readiness, paperless trade, legal frameworks and supporting infrastructure.

The Secretariat noted that, as part of the study, the development of the framework for the implementation of the single window custom clearing was completed and the study report was presented and accepted by the Ports Authority. However, there was a change in government, which led to a change in all the senior management staff. The Secretariat did not follow up on progress after 2012.

The evaluation could not ascertain progress on the feasibility study, particularly the framework developed; however, through a document review, the evaluation noted that the EU is taking this forward. In April 2017, a study entitled the *Single Window Feasibility Study Report* has been developed as part of the EU Trade Related Technical Assistance to PNG Programme – project reference EuropeAid/128513/C/SER/BD, contract number 2016/374-943. The evaluation could not ascertain if the feasibility study conducted by the Secretariat provided input to the EU-led feasibility study.

Effectiveness

The overall expected result for PNG and the region was a signed PACER Plus agreement; however, PNG withdrew from the negotiations. This is both positive and negative. At the regional level, withdrawal has significant impact on cooperation, but, at a national level, PNG was able to undertake a debate on its position on trade openness, which ultimately resulted in an acknowledgement of the value of open trade. However, there is still progress in the discussions, and it is hoped that PNG will eventually sign the agreement. Other stakeholders that invested in all aspects of the PACER Plus negotiations include the EU, Australia and New Zealand.

2.5.2 Debt management

The Secretariat has had a long engagement with PNG in the area of debt management through the debt management system (since 1983) and technical support from regional debt advisers (since 2005). PNG is using the Secretariat's debt management system, the Commonwealth Secretariat Debt Recording and Management System (CS-DRMS), in the management of its public debt. The key stakeholders include the Ministry of Finance, the Treasury and the Central Bank. One of the respondents from the Central Bank noted that 'we use the CS-DRMS to capture and record private external debt and equity investments in PNG. This helps to monitor PNG's exposure non-residents of PNG; it has a call on our International Reserves'.

In April 2018, the Secretariat conducted a needs assessment mission to ascertain the debt management technical assistance of the Government of PNG and identify the debt management technical assistance gaps, which could benefit the Secretariat's debt management technical assistance. Drawing on the Debt Management Performance Assessment (DeMPA) of PNG 2016 as a basis of the needs assessment, the Secretariat team discussed and highlighted the following issues:

- a. Managing and recording contingent liabilities and on-lending still remains a challenge. While on-lending instruments are recorded in the CS-DRMS, guaranteed instruments are not. The 2016 DeMPA report gave a low grade to the recording of debt instruments, mainly because of the missing contingent liabilities.

The government has started work to improve its management of contingent liabilities and on-lending and has since developed a guarantee and on-lending policy document.

- b. The International Finance Corporation, a member of the World Bank Group, is providing technical assistance to the government for the development of the domestic debt market. The first mission is scheduled for May 2018. The Ministry will inform the Secretariat if there are specific areas that may require assistance from the Secretariat.
- c. The legal framework review has been identified as one of the areas to benefit from World Bank technical assistance. The ministry proposed that it would need assistance from the Secretariat to review the current legal framework document, based on the findings from the DeMPA report.
- d. The ministry requested that the Secretariat consider placing a technical debt advisor in the region to reduce the challenges faced by countries in the region as a result of both their geographical position and time zone differences with the Secretariat.
- e. The Treasury requested training on the use of CS-DRMS, particularly for new members of staff. It also asked for assistance in developing a procedures manual for the debt office. Appreciation was expressed for the eLearning courses in which staff members have participated.
- f. The ministry requested assistance to interface/integrate the debt management system with the government financial management system.¹⁷

As part of the ongoing capacity building in system utilisation, particularly on system enhancements, four participants – three from the PNG Department of Treasury and one from the Bank of PNG – participated in the Pacific Regional Debt Management Training: CS-DRMS Version 2.0 held in Fiji, June 2015. One of the more experienced CS-DRMS users from PNG was among the facilitating team supporting the Secretariat.

In 2014, the Secretariat supported the Department of Treasury in the development of a comprehensive public debt bulletin, in response to a request received in November 2012. The development of

Table 20. Programme performance

	Output(s)	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	Debt management system installed Capacity developed in the operationalisation of the debt management system Technical support provided in the development of the annual debt bulletin	Debt management system effectively utilised to generate data and information for decision-making Annual debt bulletin produced by the Department of Treasury	Debt management information used to inform decision-making	Improved national debt management
Progress to date	Completed	Reports are generated by the system Debt management bulletin not published	Information used to inform decision-making; however, no concrete evidence was provided	N/A
Progress rating				
Comments	There is progress, but it could be better. A considerable amount of time is still used to respond to ad hoc information and data requests for decision-making, as noted by the team. If the debt bulletin had already been produced, it would be meeting this demand			

the annual public debt/statistical reports was to improve the dissemination of public debt data. The *Annual Public Debt Bulletin 2014* was drafted with technical support from the Secretariat. The time lag between the request and the technical assistance was noted in the evaluation. The Secretariat responded that the support 'could not be delivered at the time it was requested since the country was under Abuja Guidelines'.

At the time of the evaluation, the 2014 bulletin had not been published and there was no further development of annual debt bulletins as had been envisaged. In response to why there has not been any progress to date, PNG noted that there were several issues, including staff constraints, due to a very small debt management team, and three sets of databases for external debt, domestic debt and lending, which, coupled with one system that is not up to date, made it difficult to collate and analyse the debt information required for the

bulletin. The PNG debt management team noted that, to be able to pull information for analysis, all the data need to be up to date. They confirmed that the external debt system was okay and that the domestic system had been updated; however, there were reports that were not reconciling. The team are looking forward to the new debt management software, MERIDIAN, which should address, among other issues, all the current outstanding problems with the databases.

Efficiency

PNG was in breach of Abuja Guidelines for a protracted period, and, as a result, the Secretariat's Debt Management Unit provided minimal assistance. The time difference between London and PNG affects the real-time response to technical challenges on the system. However, the team commended the Secretariat's response rate, despite the challenges. Regional capacity-building

workshops have also been commended; however, the lack of regional expertise to provide real-time debt management support, coupled with high staff turnover, impedes progress within the debt management team in PNG.

Effectiveness

With the support of the debt management system, PNG is up to date with its international debt management reporting to the World Bank and the International Monetary Fund. The team particularly commended the system for its ease in automatically generating reports for both the International Monetary Fund and the World Bank. On the utilisation of the debt management information generated by the system, the team noted that the information is used to inform government lending and decision-making on planning and monitoring, especially with historical data, as well as being used by investors. The Central Bank respondent highlighted that 'CS-DRMS helps to produce annual data on private external debt and equity investments in PNG for publication in the Quarterly Economic Bulletin of the Bank of Papua New Guinea and for other usage'. Information provided by national rating agencies, such as the DeMPA and Moody, is also being used by institutions such as the Asia Development Bank and the World Bank to assess the national debt processes.

2.5.3 Oceans and maritime boundaries

Extended continental shelf and maritime boundary delimitation

In 1996, the Government of PNG approved the ratification of the Oceans Laws, which observe the UN Convention on the Law of the Sea (UNCLOS). The UNCLOS has been broadly adopted internationally, with new rules for delimitation of maritime boundaries, environment protection and resources exploitation for both living and non-living resources. In 2005, PNG requested that the Secretariat fulfil its international obligations to the UNCLOS and ensure effective governance of its oceans, including a claim of the extended continental shelf.

Efficiency

The Secretariat undertook three technical reviews for PNG in consultation with government officials. These included a technical and hydrographic review;

a desktop study to confirm if PNG has the potential to claim an extended continental shelf; and a legal review of the National Seas Act (1977) and other laws to ascertain if UNCLOS requirements allow PNG to claim an extended continental shelf. Following these reviews, the Secretariat recommended simultaneous implementation of the following reviews as a package: the Baseline Review; Legal and Policy Review; and the UN Submission to Claim an Extended Continental Shelf.

The outcomes of the review were presented to the government, and funding was released for the three areas recommended. The Secretariat supported PNG in carrying out the Baseline Review, which took almost five years (2008–2011) and identified gaps and inconsistencies. The Secretariat also drafted the initial Maritime Zones Act 2015, which was peer reviewed by the Department of Justice in Canberra to complement the reviews after a series of drafting workshops.

A detailed inventory of legislation that shows competing interests and issues, which become relevant when reviewing other legislation, can also serve as a basis to address other policy issues/changes. The inventory was initiated following a year of consultations held with stakeholders on the fringes of the Commonwealth Secretariat's visit and an internal working session to confirm the number of working documents on institutional arrangements.

The main cost to the Secretariat was regarding experts' travel and its input into the project, while in-country costs were borne by PNG. The delivery of this project was efficient, as the Secretariat had expertise in-house, minimising the cost of delivery to travel costs, as there was no need to utilise a consultant. However, the restructuring within the Secretariat had a direct effect on the project's delivery. PNG noted that 'assistance from Commonwealth Secretariat in Extended Continental Shelf work has not been forthcoming since complete restructuring of the Commonwealth Secretariat itself. Funding of external consultants was not feasible throughout 2017 and possibly in 2018. Nonetheless, COMSEC will focus on National Ocean Policy work with PNG.'

Effectiveness

The Department of Foreign Affairs noted in correspondence that 'many milestones have been reached with the extended continental shelf

Table 21. Programme performance

	Output(s)	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	<p>A technical and hydrographic review conducted</p> <p>A desktop study to confirm if PNG has the potential to claim an extended continental shelf conducted</p> <p>A legal review of the National Seas Act (1977) and other laws conducted</p> <p>Baseline Review conducted</p> <p>Maritime Zone Bill drafted</p> <p>Maritime Zone legislation drafted</p>	<p>Stakeholders engaged with the Maritime Zone Bill</p> <p>Stakeholders engaged with the draft regulations</p>	<p>Maritime Zone Act passed</p> <p>Legislation for the Act passed</p>	<p>Institutional arrangements in place to ensure effective implementation of the Act</p>
Progress to date	Completed	<p>A wide range of stakeholders engaged with the draft bill and legislation</p> <p>Ongoing workshops and awareness-raising on the Act and regulations</p>	<p>In 2017, PNG's National Executive Council enacted a new law, Maritime Zones Act 2015, governing its maritime boundaries and other factors</p> <p>Legislation passed in 2017</p>	<p>National Executive Council Decision 03/2015 directed the Department of Justice and Attorney General to create the Oceans Office to oversee the implementation of the Maritime Zones Act</p>
Progress rating				
Comments	Very satisfactory and consistent progress towards the intermediate outcome			

work and the proposed legislation on maritime zones'. PNG completed its submission to the UN Commission on the Limits of the Continental Shelf, as noted below.

On 5 May 2009, the Federated States of Micronesia, Papua New Guinea and the Solomon Islands submitted jointly to the Commission on the Limits of the Continental Shelf, in accordance with Article 76, paragraph 8, of the United Nations Convention on

the Law of the Sea, information on the limits of the continental shelf beyond 200 nautical miles from the baselines from which the breadth of the territorial sea is measured concerning the Ontong Java Plateau. On 28 July 2014, the three coastal States transmitted to the Commission on the Limits of the Continental Shelf, through the Secretary-General, an addendum to the executive summary of the joint submission. It is recalled that that submission was made, pursuant

Table 22. Programme performance

	Output(s)	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	<p>Support of the National Oceans Policy implementation plan with an emphasis on incorporating a 'blue economy' approach</p> <p>Development of the legislative inventory and awareness-raising programme on the Maritime Zones Act supported</p> <p>Development of an environmental impact assessment framework suitable for PNG's marine environment supported</p>	<p>Institutional and Governance Framework for the Office of Ocean Affairs developed</p> <p>National Oceans Policy drafted</p> <p>Environmental impact assessment framework developed</p>	<p>Institutional and Governance Framework for the Office of Ocean Affairs approved, and funding approved</p> <p>National Oceans Policy approved by Cabinet</p>	<p>Office of Ocean Affairs functioning effectively</p> <p>National Oceans Policy implemented</p>
Progress to date	<p>Ongoing</p> <p>National Ocean Policy guidelines shared with PNG;</p>	<p>The Institutional and Governance Framework for the Office of Ocean Affairs has been developed and submitted for approval;</p> <p>Drafting of National Oceans Policy in progress;</p> <p>Oceanscape analysis, which will inform draft policy, ongoing</p>	Not assessed	Not assessed
Progress rating				
Comments	<p>Satisfactory progress towards the short-term outcome. Progress could have been further along if there were more staff members in PNG able to effectively engage with the Secretariat in the delivery of ongoing outputs and influence decision-making towards the outcomes expected</p>			

to Article 76, paragraph 8, of the Convention, on 5 May 2009. On 22 August 2014, the three coastal States submitted an amended main body and updated supporting documents. The Commission on Limits

of Continental Shelf concludes its forty-third session, in March 2017, with its consideration of three sets of recommendations, which had commenced at the forty-first session. These were, among others, the

joint submission made by the Federated States of Micronesia, Papua New Guinea and Solomon Islands, concerning the Ontong Java Plateau.

PNG's National Executive Council enacted a new law, Maritime Zones Act 2015, which governs its maritime boundaries and other factors, after repealing what it said was outdated legislation. The Maritime Zones Act replaces the National Seas Act 1977 – the latter having failed to comply with international accepted standards for the technical and legal governance of oceans. The Maritime Zones Act came into force on 1 May 2017.

Legislation for the implementation of the Maritime Act 2015 was drafted in 2015 and passed in 2017. Progress on the legislation was slowed down by the elections. Awareness-raising on the Maritime Zones Act and legislation, including a series of workshops, is ongoing. A series of workshops, funded by the Australian Government, the SPC and the University of Sydney, are being organised in Sydney and are to be attended by the Secretariat.

To ensure effective implementation of the Maritime Zones Act 2015, the National Executive Council Decision 03/2015 directed the Department of Justice and Attorney General to create the Oceans Office to oversee the implementation of the Maritime Zones Act, in consultation with key stakeholders.

Thirteen years of progress towards outcomes, since 2005, is consistent and commendable.

Establishment of Office of Oceans and National Oceans Policy

In May 2015, the Government of PNG requested that the Secretariat provide technical support in the development of a comprehensive oceans governance framework, which included providing 'guidance on how an ocean structure or office and its responsibilities will be developed; the development of a National Ocean Policy for PNG; Development of a seabed policy and legislations to be consistent with the National Oceans Policy; Development of bio-prospecting guidelines for exploitation of other resources of the oceans; and Development of an Environmental Impact Assessment based on oceans model as opposed to the current Environmental Impact Assessment which is land based model.'

Efficiency

In consultation with stakeholders in PNG, the Secretariat prioritised the following areas: assisting with the development and drafting of the National Oceans Policy, principles, goals and objectives; supporting the National Oceans Policy implementation plan with an emphasis on incorporating a 'blue economy' approach; furthering the development of the legislative inventory and awareness-raising programme on the Maritime Zones Act; and assisting with the development of an environmental impact assessment framework suitable for PNG's marine environment.

The 'Guidance for a National Policy', which provides guidance on the design and drafting of national ocean policies and their implementation plans, was presented to PNG. According to the respondent in PNG, the guidelines are being used for consultations. Elements of the draft policy document are in place but are not yet consolidated. Progress on the policy's development has been slow, as one of the key staff members driving the process left at the start of the year. The Secretariat's efforts to engage with and take forward the project were affected by the lack of communication. At the time of evaluation, it was clear that there was a lack of staff to engage with the Secretariat on the policy's development and make good progress with the policy's development. The only staff member who was still present was about to leave for a nine-month overseas study placement.

Given the economic constraints currently being faced by the government, budget support for the Oceans Office has been jeopardised. Currently, the Department of Justice is tasked with looking outside PNG to international and regional organisations for funding options for the Oceans Office. This is confirmed by the observations from the Secretariat's mission that 'PNG's economy is heavily dependent upon natural resources; consequently, weak commodity prices (minerals and petroleum), have caused the PNG government to freeze spending, which has also put some constraints upon NOP development. Support from the Fisheries Department was never seen as a long-term solution, but the current financial climate in PNG means that the Oceans Office is struggling to find long-term backing.'

Effectiveness

The Cabinet approved ongoing funding for work on the Maritime Boundaries Delimitation Project, which would be assumed into the Office of Oceans. The Institutional and Governance Framework for the Office of Ocean Affairs has been developed and submitted for approval. The framework includes the terms of reference for the Oceans Office; the policy on interagency cooperation; the operational guidelines; the work plan; the legal inventory and cross-cutting issues; and the organisational workflow chart. Once the framework is approved, the Office will be officially functional with dedicated funds through the national budget.

2.5.4 Natural resource management

Technical support to the fisheries mechanism of the ACP Secretariat (regional)

The Secretariat provided technical assistance by assigning a long-term CFTC expert (fisheries expert) to the Fisheries Mechanism of the ACP Secretariat. The fisheries expert, who was on a one-year assignment (completed in 2013), based initially in Brussels and later at home, supported the Fisheries Mechanism by, among other things, developing the five-year strategic plan, servicing the Fisheries Working Group, identifying specific fisheries-related negotiations taking place at global, regional or bilateral level and advising the Fisheries Working Group on the likely implications.

Efficiency

As the Fisheries Mechanism is a membership body that meets only from time to time, the ACP Secretariat takes on the primary logistical support. The evaluation noted that, when the Secretariat's key staff member responsible for the programme left, within both the Technical Assistance Unit and the Economic Policy Division there was no follow-up after the expert's assignment was complete to engage with the outcome of the project.

It is not clear how long it took to process the expert's placement (time of request to time of placement), but, by the time the expert arrived, all the key persons who had been involved in requesting the expert had left (five-year terms are served by ACP senior management and all changed at once). There was a perceived loss of momentum through the change in leadership, as new persons

were not as engaged with the need for an expert. At the outset of the placement, there were some logistic and administrative difficulties, for example in relation to lines of reporting/accountability for the fisheries expert.

Effectiveness

The following outputs were delivered as part of this project, as noted by the expert involved:

'Strategic plan was developed and adopted (in the same year Rio+ meeting); [3rd] Ministerial Meeting was supported (took place in Fiji); and newsletters developed and circulated to all the contact persons that participated at Ministerial Meetings'.

Following the completion of the strategic plan, a road map for its implementation was adopted at the fourth meeting of ACP ministers responsible for fisheries and aquaculture, held in 2015. The fifth meeting of ACP fisheries ministers, held in 2017, reaffirmed the importance of the strategic plan.

As the outcome of the project could potentially benefit the individual ACP member countries, this evaluation sought to establish a link to the outcomes from PNG's perspective and determine if the contribution made at the global level trickled down to the beneficiary countries. The ACP Fisheries Mechanism worked at a global level (i.e. across all member countries) and therefore, ideally, a member country's needs and priorities should be reflected in the decisions and actions of the Fisheries Mechanism. The strategic plan therefore includes high-level statements and aspirations that all members agree to. However, the strategic plan is not binding for members, and fisheries issues tend to be realistically addressed through national fisheries authorities, rather than through the ACP collectively. In the case of PNG fisheries sector, the management and development of fisheries takes place at national level, as well as through the engagement with various regional and sub-regional mechanisms and specific arrangements, such as joint access agreements. In the Pacific, there are various mechanisms, such as the Western and Central Pacific Fisheries Convention, that address the management of regional tuna fisheries. PNG is a key member of a sub-regional agreement (the Nauru Agreement), which manages shared tuna fisheries in the exclusive economic zones of PNG, Solomon Islands, Marshall Islands, the Federated States of Micronesia, Kiribati, Nauru, Palau and Tuvalu. Other regional institutions that provide support for the management of

fisheries by Pacific Island states and territories include the Pacific Islands Forum Fisheries Agency (based in Honiara, Solomon Islands) and the Pacific Community (based in Noumea, New Caledonia).

A respondent on this study noted that 'a key issue that can benefit the member states and can be effectively addressed at the global level is trade access issues. Special arrangements for fishing plans such as preferential arrangements with EU'. It was also noted that there is significant support from the EU on fisheries through the European Development Fund in most of the member countries. Furthermore, there is the national, regional and intra-ACP component.

Sustainability

As a requirement, a counterpart was supposed to be recruited before the fisheries expert completed the placement, to allow for a transfer of skills. However, this did not take place in time. The position seems to have been filled two years after the completion of the assignment.

From the document review and interviews held, the evaluation noted that the key outputs were delivered in this project, but there is no clarity on the Secretariat's broader interest or agenda on fisheries and aquaculture. The Commonwealth Secretariat's direct link to the outcome of the collaboration could not be clearly established. The Secretariat seemed to service the Fisheries Mechanism without necessarily being committed to the outcome that was being contributed to. The collaboration with the ACP Secretariat seemed short-lived to the extent that only technical assistance was provided. The work of the ACP Fisheries Mechanism appears to have little direct influence on the management of PNG's fisheries.

Sovereign wealth fund

PNG has significant natural resources, including one of the world's largest natural gas projects. However, revenue from these resources has not always been well managed. PNG passed an Organic Law on the Sovereign Wealth Fund in July 2015 and tasked the Department of Treasury with implementing it by establishing a sovereign wealth fund (SWF). The legislation is to contribute to the effective and transparent management of natural resource revenues. PNG requested assistance from the Secretariat in the establishment of its SWF. In this regard, the Secretariat helped the government by:

- drafting an investment mandate for the fund;
- drafting governance documents for the Board;
- drafting selection criteria for Board members;
- programming a financial model of the SWF;
- providing training on fund management for government officials; and
- reviewing the Organic Law on the Sovereign Wealth Fund.

The Secretariat's work on the SWF is guided by the Santiago Principles, which are overseen by the International Forum of Sovereign Wealth Funds (IFSFW).

The IFSWF is a forum of the world's leading SWFs. The Commonwealth Secretariat established a formal partnership with the IFSWF in 2016. The Commonwealth Secretariat is an official observer to the IFSWF as part of this partnership. PNG has attended IFSWF annual meetings as an observer and has expressed an interest in becoming a full member of the IFSWF.

Efficiency

The Secretariat's technical support commenced in the second quarter of 2016. Implementation was initially constrained by the Commonwealth Secretariat's short-term freeze on all travel, due to budget constraints and reductions in the Ocean and Natural Resource unit's (ONR) overall budget. Project implementation was later impeded by the fact that PNG was in breach of Abuja Guidelines. The Treasury of PNG, after discussions with Trade, Oceans, and Natural Resources Division (TONR), cleared PNG's arrears under the Abuja Guidelines. TONR was informed that the arrears were cleared so that in-country work on the PNG SWF project could commence.

The technical team sought alternative means to make progress on the implementation of the project because of the budget constraints. As the Secretariat was attending the IFSWF Annual General Meeting in Auckland, where PNG's Department of Treasury was also present, a workshop was conducted, alongside the IFSWF meeting, to save travel costs to PNG. To date, as a result of budget constraints, only one mission to PNG has been undertaken on this important project.

Table 23. Programme performance

	Output	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	Financial models, investment mandate and the selection mechanism for the SWF developed	Models and institutional frameworks for the implementation of the SWF adopted	Institutions and regulations for the effective implementation of the SWF in place	Effective implementation of the SWF
Progress to date	<p>Ongoing</p> <p>The first version of the model has been programmed and submitted to the government</p> <p>A detailed report on the investment mandate submitted to the government</p> <p>A draft of the investment mandate submitted to the government</p> <p>Workshop on investment mandate with the government held in Auckland</p> <p>Comments offered on the KPMG report and possible board members' CVs</p>	Not assessed	Not assessed	Not assessed
Progress rating				
Comments	Despite slow progress initially, due to budget constraints and the Abuja Guidelines breach, which limited direct engagement with the host institution, there is satisfactory progress in the delivery of technical support, as innovative ways were sought to keep the project progressing, such as remote delivery from London, and alternative means of engagement alongside other forums were used			

Effectiveness

The implementation of the SWF is still ongoing. It is envisaged that by the end of the project the following will be achieved:

- A financial model that contributes to a more detailed understanding of the SWF likely balances and to an appropriate investment mandate is developed. This, in turn, should

contribute to funds being managed in such a way that financial risk and reward are appropriately balanced and the funds achieve their objectives.

- An investment mandate that appropriately balances financial risk and return, given the overall objectives of the SWFs, is drafted and implemented. The investment mandate

contributes to the SWFs achieving their overall objectives of ensuring a fair distribution of natural resource wealth across generations, de-linking public spending from volatile natural resource revenues and ensuring economic competitiveness.

- Highly qualified board members contribute to effective governance of the SWF, which in turn contributes to the funds achieving their objectives, the sustainable management of natural resource wealth and economic development.
- A highly performing board that manages the fund according to international best practice in good governance and investment management.

It is too early to assess whether outcomes have been fully achieved, given the delays due to budget constraints and PNG's breach of Abuja Guidelines. However, to date, key outputs have been delivered: the first version of the model has been programmed and submitted to the government; a detailed report on the investment mandate has been submitted to the government; a draft of the investment mandate has been submitted to the government; a workshop on investment mandate with the government has been held in Auckland; comments have been offered on the KPMG report and possible board members' CVs; detailed board selection criteria have been drafted; detailed board

governance documents have been drafted; and training has been provided to government officials on investment management.

At the time of the evaluation, a field mission was ongoing in PNG and the Secretariat noted that the project would have achieved even more outputs if it had not been for the budget freeze and subsequent budget cuts. However, all efforts had been made to ensure the project was on course. The team noted that 'the investment mandate was presented to Government. The detailed presentations and training on the investment mandate, investment instructions, financial risk and return and governance of the board were all warmly received by the Treasury. The implementation of the SWF has moved a significant step further to reality'.

2.6 Small states

Strengthened resilience of small states and vulnerable states

Context

The Commonwealth Secretariat publication, *Building the Resilience of Small States: A Revised Framework*, published in 2014, noted that small states' ability to effectively withstand and bounce back from external shocks depended on the extent to which they employed policies conducive to macroeconomic stability, market efficiency, good environmental management and political

Table 24. Small States Results Framework

No.	Result	Indicators	PNG
6.1	International policies, mechanisms and rules are more responsive to small states' development strategies and resilience needs	Number of targeted international conferences that acknowledge the sustainable development needs of small states	No
		Number of small states that effectively participate in targeted international processes related to their sustainable development needs	Yes
6.2	Small states enabled to effectively participate in international decision-making processes	Number of small states constructively engaging with trade and human rights mechanisms in Geneva via the small states office	No
		Number of small states engaging effectively with the UN General Assembly and other forums in New York via the small states office	No
6.3	Improved climate financing frameworks	Number of Commonwealth member countries that report improved access to climate finance arising from Commonwealth-influenced tools or policies	Yes

Commonwealth Secretariat's support

- PNG governability resilience building profiling conducted in 2015, report still pending.
- PNG participated in the Small Island Developing States Conference in March 2014.

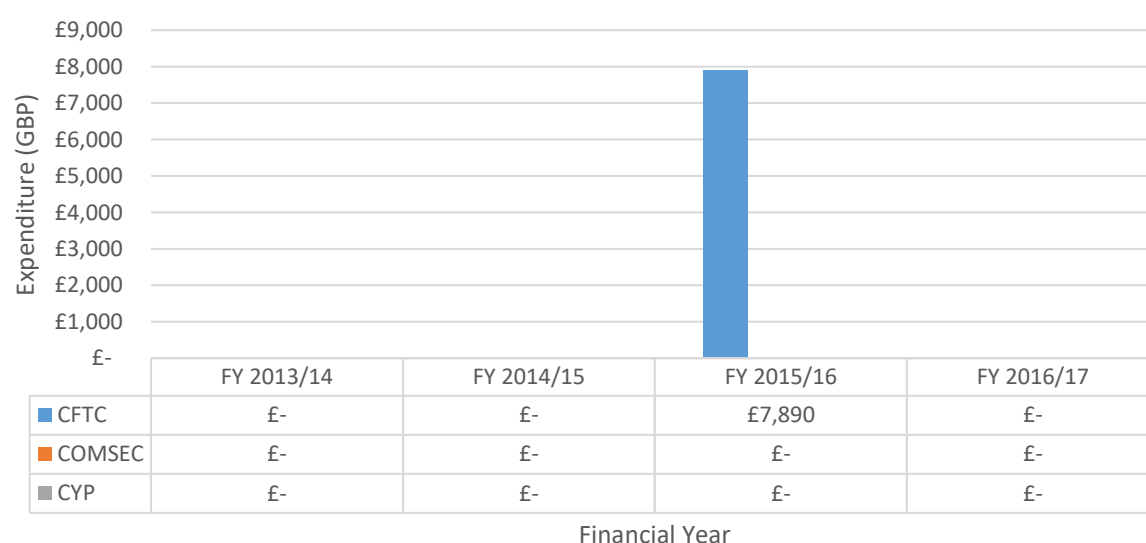
governance, and social cohesion in national plans and strategies. The report notes that the approach of profiling vulnerability and resilience to articulate country-specific policies has been well received by the international community. Other institutions, such as the UN, have been exploring vulnerability and resilience, prompted by calls from small island developing states. Since the Secretariat's seminal work in developing the resilience framework, the importance of governance – that is, the role of institutions, systems and rules – previously acknowledged but not effectively captured, has been brought into sharp focus.¹⁸

The 31 small states that attended the Commonwealth Third Global Biennial Conference on Small States in March 2014 in St Lucia discussed and emphasised the conceptual underpinnings of vulnerability and resilience and the use of resilience profiling to drive progress towards greater resilience. The meeting's participants

noted that country profiling can identify resilience gaps and inform national strategies to guide change in a results-oriented way. Addressing the governance structure for building resilience, participants recognised 'governance as being the whole of public and private interactions to solve societal problems and to create societal solutions. Governance plays an underpinning role in resilience, but the distinctive nature of small states is often not fully considered in studies on governance to date. Challenges for small states in the area of governance include limited capacities and the underdevelopment of institutions, which is exacerbated through the significant role of informal networks.'¹⁹

Some of the governance issues identified concern the small size of states and how this creates problems associated with public administration; the most important of which is probably the small manpower resource base from which these states draw experienced and efficient administrators. Another problem is that many government functions tend to be very expensive per capita when the population is small, because certain expenses are not divisible in proportion to the number of users. Governability Assessment Framework in the context of resilience building in small states proposes an assessment framework that tries to incorporate the special characteristics of a country's social-economic setting, as well as the prevailing governance system in place. In this context, governance needs to be understood as

Figure 7. Small states direct programme expenditure 2013/14–2016/17



being a function of both the system it seeks to govern and the governing system that incorporates all the different stakeholders. This is best described by the term governability, which can be defined as the capacity to govern.

Figure 7 above shows the expenditure across the Small States pillar over the four-year strategic period. The figure shows that all expenditure was made from the COMSEC fund in the 2015/2016 financial year.

2.6.1 Resilience profiling

PNG was one of the nine member countries (the others are Tonga, Samoa, Solomon Islands, Grenada, Barbados, St Lucia, Jamaica and Seychelles) that participated in the resilience profiling facilitated by the Secretariat, with participation from public and private sectors as well as civil society organisations. The micro-level assessment was conducted through a disaggregated approach, drawing views and experiences of governments, businesses and civil society. The framework analysed development plans from a governance perspective, highlighting gaps and possible areas for technical assistance.

Relevance

The governability assessment framework was one of the initiatives driven by the Secretariat, with the support of member countries, and therefore contrary to the request-based nature of most of the Secretariat's programmes. It is not clear what method was used to identify the participating member countries and the level of commitment in the completion and utilisation of the final report. The evaluation could not ascertain the level of buy-in of a member country, considering the low participation of senior officials during programme delivery. Government-level participation was noted to be at a lower level, affecting the data validation process. The information provided at the assessment stage could not be justified or agreed upon at the national level as representative of the national status, affecting the validity of the findings.

Efficiency

At the time of the evaluation, the PNG governability assessment had been conducted, but the report had not been completed. The project as a whole has been put on hold; however, on further analysis, it was apparent that there have been no resources

put forward to finalise this project. A total of nine assessments were conducted in member countries and one report (Seychelles) finalised in collaboration with the member country concerned.

The Secretariat's lead technical expert, who initiated this programme, is no longer with the Secretariat. Strategic direction for the completion of this activity is missing, consequently affecting the continuation of the programme. It has now been three years since the activity was stalled, and there are no substantive plans in the current delivery plans of the current strategic plan for the completion of the project. With the transition from one strategic plan to the next and no clear direction, this is one of the activities that seem to have been affected and, unfortunately, not completed across the entire region.

The total cost of £7,889 for delivering the programme is considered reasonable, as it is reflective of expert, travel and meeting costs. However, on further review, while the delivery cost remained low, the full cost of delivery is not accurately reflected, considering that there were two trips to PNG (by two and three persons respectively). The joint approach of covering the entire region (PNG, Tonga, Samoa and Solomon Islands) on one trip was a cost-effective measure, which reduced the unit cost per country, although the cost was not appropriately apportioned to the respective countries. However, in carrying out the joint missions in all the four countries, the level of flexibility in regard to having meetings on days when key stakeholders could be available was limited; the coordination effort required to ensure all the stakeholders were available lay with the member country, whereas the attention to detail for each country was the responsibility of the technical team. The evaluation also noted that PNG's coordination team were not at management level and therefore could not guarantee or ensure the participation of the required senior officials in the government consultations.

Value for money is questionable for this project, as the output was not delivered, and there is no plan for continuing with the project with financial backing. Stakeholders' time and efforts in engaging with the two workshops was utilised with no outcome.

Table 25. Programme performance

	Output	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
Theory of change	Resilience governability assessment report produced	Member country engages with the information and data to plan for reform and advocate for resources	National reforms on resilience governance planned	Implementation of national reforms reflective of resilience governance needs of PNG
Progress to date	Not completed	Not assessed	Not assessed	Not assessed
Progress rating				
Comments	Overall, the project was not completed in all the selected countries, and it has been abandoned with no clear forward plans for completion			

Effectiveness

The planned output of the report assessing the resilience governability of the country was not delivered. Comprehensive feedback to the stakeholders on the assessment's findings was conducted; however, there was a lack of consensus on the information provided due to the levels of the team that participated in the workshop. In addition, there was no consistency between the persons who participated in the workshop and those who met to discuss the findings, thus affecting the credibility and validity of the findings.

Based on review and analysis of documents and input from the Secretariat and PNG, the framework is an excellent opportunity to assess and reflect on governability of resilience in a member country, and, if completed, the outcome of this exercise would provide the member country and the Secretariat with key information that would be useful for reform and advocacy.

Sustainability

The scope of the governability framework, if effectively implemented and delivered, has the potential to anchor the Secretariat's programmes beyond the resilience needs of the Secretariat. However, it is questionable that the governance team within the Secretariat were not consulted during the development and delivery of the framework in the member countries. This issue of teams working in silos has already been identified in the Secretariat. The cross-cutting nature of the

framework and information that can be collected would be useful far beyond the conceived needs of the project.

2.6.2 Climate finance (regional)

The Secretariat provided technical assistance to the Pacific region to increase the capacity of the regional platforms to facilitate improved flows of climate finance to vulnerable states. This support was provided through the SPREP, targeting central ministries, departments and agencies of member countries with a remit and/or impact on climate finance readiness and climate resilience activity implementation. The key focus of the support was the delivery of targeted technical assistance, which responds to recognised knowledge, coordination and technical capacity gaps in actualising climate finance flows.

The evaluation could not concretely ascertain whether PNG directly benefited from the technical assistance provided. However, the work of the SPREP is highly regarded, particularly its support of member countries in international negotiations, such as meetings with the UN Framework Convention on Climate Change, including coordination and formulation of positions. In PNG, the Conservation Environment Protection Authority is the focal point for the SPREP.

One of the respondents noted that the SPREP was a key driver for PNG climate change work, especially when it was the only organisation in the mid-1990s and early 2000s, and that PNG 'stepped

Commonwealth Secretariat's support

Technical assistance provided through the Secretariat of the Regional Environmental Programme (SPREP):

- Technical Assistance to Respond to Priority Climate Change and Environmental Challenges in the Pacific (Aaron Buncle, environmental and resource economist, CFTC expert: May 2011–May 2013) – Provided Pacific Island countries with technical and coordination capacity to develop and implement evidence-based climate change policy and project responses. A body of knowledge and data was made available to support project and policy formulation; support was provided to increase Pacific island countries' capacity to undertake economic assessments of climate change adaptation projects (emphasis on cost benefit analysis); technical backstopping analysis was provided by the SPREP on climate change project and policy.
- Capacity Building and Technical Assistance for Small States on Climate Change (Aaron Buncle, environmental and resource economist, CFTC expert: May–October 2013 – This was meant to be a two-year assignment, May 2013–May 2015; however, the expert resigned six months into the assignment. High-level strategic and policy advice was given; technical backstopping was provided by the SPREP for climate change and environment projects and policies; information and data was made available to Pacific island countries to inform robust climate change and environmental projects and policies; capacity-building measures including, but not limited to, a manual for project development and planning, a supply of technical tools and methodologies and a delivery of training workshops were provided; supporting networks were established.
- Supporting Climate Finance Readiness and Access in the Pacific (Professor Steven Newman, CFTC expert: November 2014–October 2015) – A report providing information that could improve the understanding of (1) limits to country access to and wide use of climate change finance, (2) limits to and potentials for regional coordination of climate finance activities in the Pacific, (3) options for further support for effective climate finance in the Pacific region through further facilitation by the SPREP and COMSEC Partnership.

up domestic capacity in 2008'. It is evident that PNG has made progress in its planning and resource allocation for climate change, guided by the Climate Change (Management) Act 2015, the National Strategy for Responsible Sustainable Development (StaRS), the National Climate Compatible Development Management Policy 2030 and the National REDD+ Strategy 2017–2027.

In 2010, the government created the Office of Climate Change and Development. The office is the coordination mechanism at the national level for research, analysis and development of the policy and legislative framework for the management of climate change within the Government's National Strategy on Climate-Compatible Development. Having strengthened its capacity further in 2012, the Office of Climate Change and Development directly reports to the Minister of Climate Change. The Department of Planning and Monitoring noted

that, 'while the government has its own priorities, it remains committed to most of its international obligations and commitments like the Paris Agreement on Climate Change'.

According to a regional survey on 'Readiness Analysis and Planning' conducted by the Secretariat, PNG was one of the countries identified as islands of excellence in the region in regard to climate change and advances in climate finance. Regional members have benefited from experience and expertise within the PNG Forestry Authority and the PNG National Agricultural Research Institute, as well as advances with the National REDD+ Strategy. In this survey, PNG, being more advanced in the region, was also commended for providing technical assistance to the member countries in the Pacific. Some of the key findings in this study from Pacific and global data sets include the following:

- There are 24 dedicated climate funds (produced in working paper no 1) available to member Countries and of these only around 46% are being actively pursued at scale and with varying degrees of success
- There are three sources of data on climate fund availability and uptake and these use different methods/definitions and cannot be easily reconciled. They are (1) The Pacific Climate Change Portal (PCCP) Climate (2) Climate Funds Update and (3) OECD. Of these only the third is officially recognised and reported to by the majority of donors (latest data 2013)
- OECD calculates a total of \$38.5 billion approved in 2013 globally or \$7 per capita based on global developing country population in 2013: 5.9 Billion.
- 26% of the funds in the region go to regional projects. 74% of the funds go to national projects.
- Member Countries that receive more than 7% are 18% PNG 16% Kiribati 11% Samoa and 8% Vanuatu based on my teams' analysis of OECD data
- A Pacific citizen is 'getting' \$77 so 11 times the global average of the \$7 above
- 44% of all Pacific projects funded are less than \$1m and 1% are more than \$50 million. New funds may be looking at investments in the order of \$1bn based on OECD data²⁰

The evaluation noted that, much though PNG appreciates the regional approach of the Secretariat's engagement, the benefit to PNG of this approach is minimal, as support tends to be prioritised for smaller and more vulnerable member countries. Considering the size of PNG in relation to other countries in the region, meaningful intervention can only be at country level. This was reiterated by the environmental and resource economist in the CFTC experts' final report in 2013, who noted that 'in-country delivery of training workshops is preferred to regional or sub-regional workshops'.

As this evaluation is focused on only the benefits that PNG would have received from a regional programme, the contribution and impact of the SPREP programme will be reviewed comprehensively as part of another evaluation.

3. Synthesis

This section attempts to provide a synthesis based on the OECD-DAC criteria of relevance, efficiency, effectiveness, impact and sustainability. Based on these and the challenges encountered, some lessons have been drawn to summarise this section.

3.1 Relevance

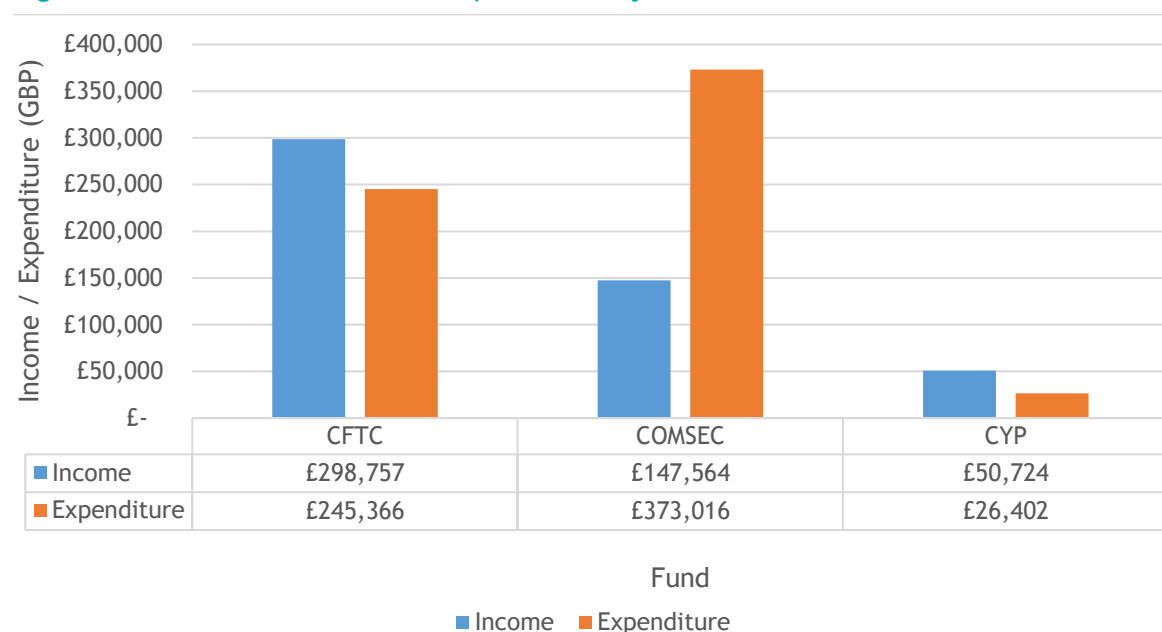
The Secretariat's support to PNG is in direct response to requests that were received and in the light of PNG's agreement to participate in Commonwealth initiatives. In this regard, the evaluation assumes that all programmes delivered were relevant. However, questions about relevance have been raised in relation to the following:

- **National picture:** without a clear national theory of change for programme delivery, it is difficult to have a holistic picture of the contribution that the Secretariat is trying to make in PNG. The activities and projects are loosely tied to the strategic plan, but there is no clarity about how it is envisaged nationally. Request-based activities, as and when received, impede visioning and visualisation of a national plan of action. Except for three programme areas (election management, trade governance and oceans governance) where there has been consistent and in-depth engagement, all the other areas seem very light and fragmented, calling into question their relevance to the delivery of the national development plan.
- **Positioning of Secretariat's programme:** within the national development plan, it is almost impossible to trace the contribution of the Secretariat, raising a question of relevance. However, technical contributions, such as oceans governance and maritime boundaries delimitation, sustained over a long period have been high on the national radar. Technical support from the Secretariat is targeted at technical teams that address specific gaps but are not positioned at a national level, where the contribution and the change process are closely monitored and reported in line with national progress.

- **Ability to meet the need:** efforts were made by the Secretariat to meet PNG's various requests for technical assistance, despite the challenge when expenditure could not be approved because of PNG's breach of the Abuja Guidelines. Technical assistance requested for youth policy development was not provided and no follow-up was made by the Secretariat and PNG. Although there is progress in the area of requests, there is still evidence of technical support required to complete the policy development.
- **Size of interventions:** except for democracy and economic development programmes, where there is depth to the Secretariat's support, other programme areas had very little, fragmented engagement. Despite the size of the interventions, there were notable outcomes from participation in areas such as human rights (ending child marriage) and education (The Commonwealth Professional Standards for Teachers and School Leaders). The Secretariat's participation in the judicial training programme comprised staff time input and quality contribution, which is highly commended and valued by PNG.
- **Secretariat-led initiative:** in the instance where the Secretariat, with agreement from PNG, piloted a new framework on resilience, there seemed to be limited senior-level participation from PNG. The evaluation could not ascertain how PNG considered the framework relevant in regard to addressing the priority resilience issues.

3.2 Efficiency and value for money

Overall, PNG contributed a total of £497,045 to the CFTC, COMSEC and CYP funds, and the direct programme expenditure to PNG was £644,785. PNG contributed more than it received from the CFTC and the CYP, while the benefits it experienced from COMSEC outweighed its contributions, as shown in Figure 8.

Figure 8. Total income vs direct expenditure by fund

However, it should be noted that the figures provided do not include the regional and pan-Commonwealth programmes from which PNG would have benefited. COMSEC expenditure is particularly low, as most of the funds are used for running the organisation and less for direct programme delivery. In the Secretariat's overall expenditure, COMSEC funding is used for convening meetings, such as ministerial meetings and the CHOGM, all of which PNG participated in. As the cost is not disaggregated except where

there was direct support with travel costs or technical input, the unit cost for each country could not be determined.

Both income and expenditure were low in the financial years 2014/15 and 2015/16, reflecting the non-contribution to the CFTC. This in turn meant limited expenditure due to a limited contribution (see CFTC contribution below). The largest direct programme expenditure was in financial year

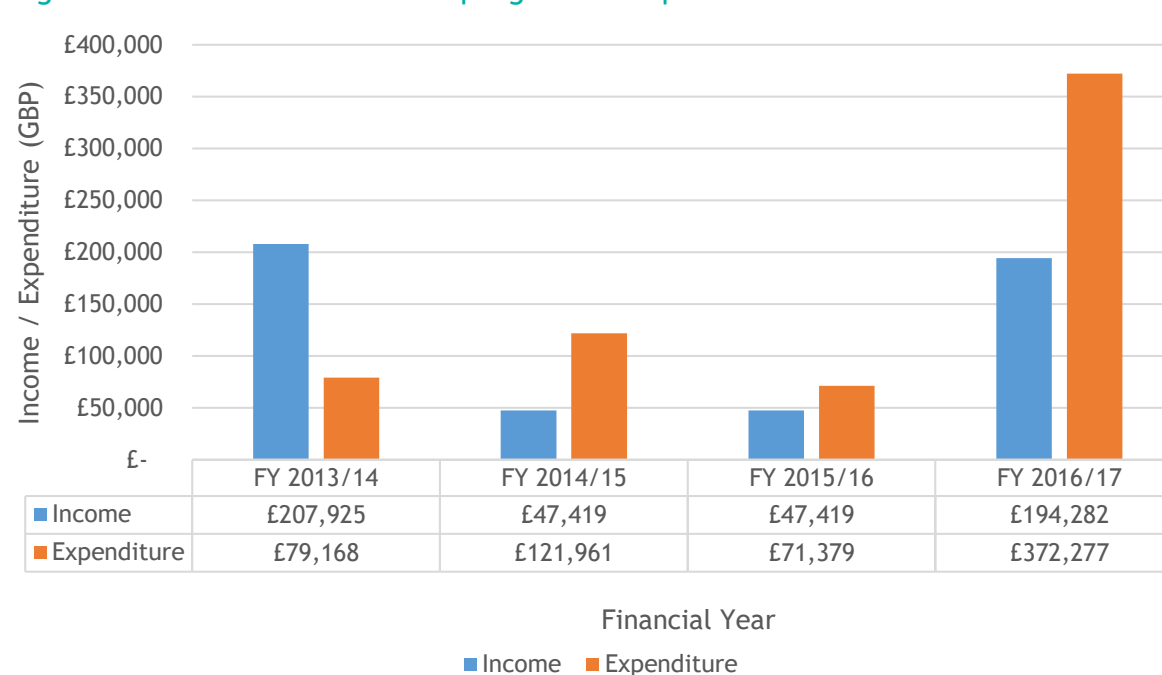
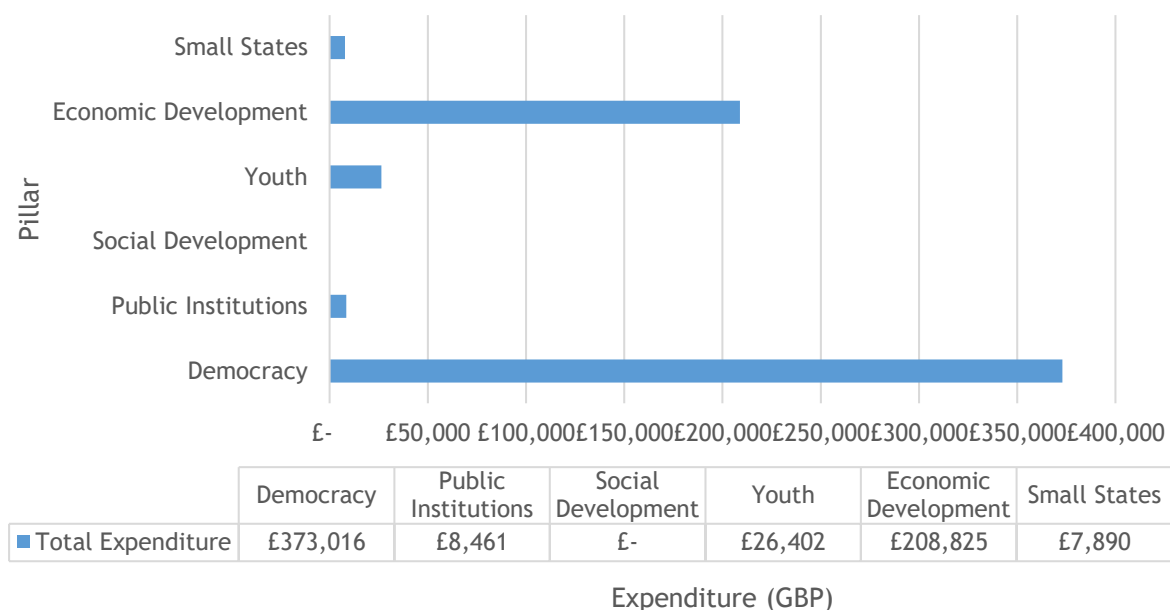
Figure 9. Total income and direct programme expenditure

Figure 10. Total expenditure by programme

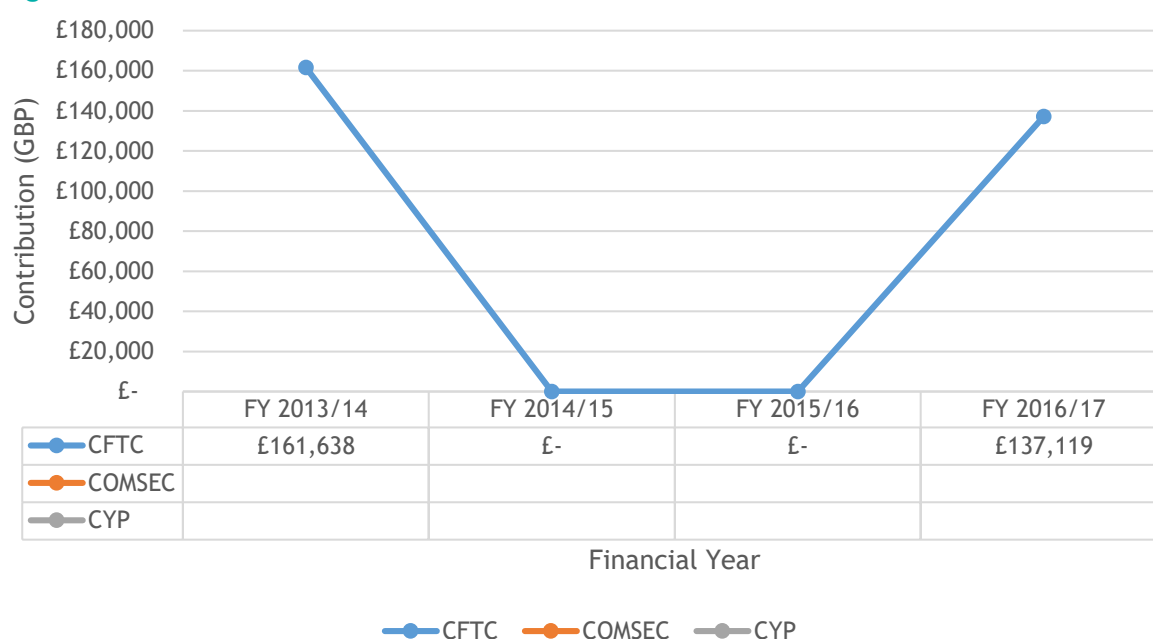


2016/17, and 90 per cent of this cost was on the democracy programme, as shown in Figures 9 and 10.

Overall, 60 per cent of total expenditure was spent on the democracy programme regarding the 2016 election observation and the follow-up technical assistance for monitoring/implementation of the recommendations. Thirty-three per cent of the expenditure was in economic development, particularly on trade governance and oceans

governance. Youth expenditure was also low at 4 per cent, and this was mainly costs incurred for facilitating young people's participation in meetings. Spending on public institutions (1%) and small states (1%) was minimal and reflective of the travel costs incurred by staff members providing technical expertise to PNG. There was no spending on social development.

Figure 11. CFTC contribution



The total value of activity costs on democracy around elections is very high in comparison with unit costs for all other activities. This is reflective of the number of staff members and the frequency of travel to PNG; the total number of participants in the election observer mission; consultancy and honorarium fees; and the high costs of travel to the Pacific region. The value for money for this expenditure will be determined as part of the Democracy Programme evaluation.

Abuja Guidelines

In the financial years 2014/15 and 2015/16, PNG did not make any financial contribution to the CFTC, as shown in Figure 11. This implied that PNG was in breach of the Abuja Guidelines, which meant that no programmes could be implemented in PNG until it made a pledge.

The breach of Abuja Guidelines significantly affected the start and implementation of several programmes in PNG. Requests were not responded to and programme implementation was halted, except where a waiver was secured from the Secretary-General. The Secretariat's technical staff engagement was limited during the time of the breach. The projects affected include:

- trade (a waiver had to be sought);
- debt management (field missions could not be conducted, support was halted);
- national Oceans Policy (progress slowed as staff could not travel);
- Extended Continental Shelf and Maritime Boundary Delimitation (staff engagement limited);
- youth policy development (CFTC expert placement could not progress);
- sovereign wealth fund (engagement was limited to meetings in the margins of other international events, outside PNG).

Incomplete activities

There were incomplete outputs, such as the **resilience governability framework**, which was not fully delivered and to which the Secretariat has not allocated resources to take it forward, meaning the resources, both financial and technical, expended during the assessment in PNG, as well

as in the other nine member countries, have not produced any value to the Secretariat or to the member country.

3.3 Effectiveness

Programme effectiveness is assessed in regard to progress from delivery of output to outcomes. A theory of change was recreated and used to assess progress on the translation of outputs to outcomes. Details on the progress can be found in the respective sections under *Findings*. As indicated in the tables below, only two sets of outputs out of the 12 assessed were not delivered. Progress directly attributable to the Secretariat is most notable in the oceans governance programme. Other areas with steady progress include the trade programme and the elections programme. Public institutions and social development have made good progress, but the Secretariat's contribution is limited. There is no progress in the youth and small states programmes.

i. Democracy

No.	Output(s)	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
1.	Pre-election observation missions conducted; Election observation mission conducted; Follow-up of election recommendations	National engagement and consultation on election observation report; National action plan drawn up on the implementation of election recommendations	National action plan on implementation of election recommendations implemented	Improvement in electoral processes

ii. Public institutions

No.	Output(s)	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
1.	Roundtable on Early and Forced Marriage convened	Member countries utilise information shared and lessons learnt	Application and adoption of new practices	Improvement in implementation of child protection programmes
2.	Capacity building for the judiciary on judicial independence and 'court craft' delivered in collaboration with PNG judiciary and the Secretariat	Judges and magistrates adopt new skills and practices on judicial independence and 'court craft' PNG Leadership Tribunal established	Skills and practices embedded in the judicial system for effective delivery of judicial services	Improved case management by judges

iii. Social development

No.	Output(s)	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
1.	The Commonwealth School Leadership and Teachers Professional Standards developed	Member countries engage with the framework and adapt it to national needs	National frameworks developed and implemented in member countries	Improved teacher and leadership standards in member countries
2.	Draft Commonwealth Education Policy Framework developed; pan-Commonwealth consultation on Education Policy Framework conducted; Policy Framework piloted in three member countries and report produced with action plans	Member countries engage with the Commonwealth Policy Framework and adapt it to national needs	National policies aligned to the SDGs developed or strengthened	Member countries implement national policies
3.	Policy analysis conducted; roundtable validating the draft policy framework and research findings conducted; TVET Self-Assessment Toolkit (facilitators and participants) developed and published	Member countries conduct self-assessment of TVET and provide a ranking, which identifies areas for improvement	National action plan developed and agreed in a workshop setting in the member country	Member country implements TVET action plan

iv. Youth

No.	Output(s)	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
1.	Existing Youth Policy reviewed; Youth Development Policy 2018–2028 developed	Stakeholders engaged on the draft Youth Policy	Youth Policy adopted and approved by Cabinet	National Youth Policy 2018–2028 implemented
2.	DYD programme launched at national university	Increased national enrolment in DYD programme	?	?

v. Economic development

No.	Output(s)	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
1.	National interest analysis for PACER Plus conducted; regional technical support through OCTA on PACER Plus negotiations provided; capacity of the Melanesian Spearhead Group with regard to Regional and Multilateral Trade Issues developed	PNG equipped with evidence base and technical capacity to effectively engage in the PACER Plus negotiations	PACER Plus agreement that meets the national needs of PNG signed	PNG realises trade benefits as a member of the PACER Plus agreement
2.	Debt management system installed; capacity developed in the operationalisation of the debt management system; technical support provided in the development of Annual Debt Bulletin	Debt management system effectively utilised to generate data and information for decision-making Annual Debt Bulletin produced by the Department of Treasury	Debt management information used to inform decision-making	Improved national debt management

No.	Output(s)	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
3.	Technical and hydrographic review conducted; desktop study conducted to confirm if PNG has the potential to claim an extended continental shelf; legal review of the National Seas Act (1977) and other laws conducted; Baseline Review conducted; Maritime Zone Bill drafted; Maritime Zone legislation drafted	Stakeholders engaged on the Maritime Zone Bill Stakeholders engaged on the draft regulations	Maritime Zone Act passed Legislation for the Act passed	Institutional arrangements in place to ensure effective implementation of the Act

vi. Small states

No.	Output(s)	Short-term outcome 1	Short-term outcome 2	Intermediate outcome
1.	Resilience governability assessment report produced	Member country engages with the information and data to plan for reform as well as advocate for resources	National reforms on resilience governance planned	Implementation of national reforms reflective of resilience governance needs of PNG

3.4 Impact

The Secretariat's understanding of impact needs to be understood within the context of the 'Impact Pathway' versus the mainstream impact that pertains to the changes in the lives of citizens. Considering the level of resource input as well as the Secretariat's support having been limited to national institutional support with no direct engagement with citizens, the impact has been defined in relation to this context. Below are the four result categories outlining what the Secretariat considers impact.

The depth of programming in PNG over the years could not be holistically established because of the poor knowledge management system within the organisation. The evaluation expected to look beyond the strategic plan period being evaluated to identify signs of impact from previous programmes. However, the evaluation highlighted a few impact areas regarding the Secretariat's support to PNG, as indicated below. Additional information on the impact is documented in the section Findings.

- Maritime boundaries: the Secretariat provided technical support to PNG in establishing its maritime boundaries and governing

Table 26. The Secretariat's definition of impact

Result area	Consensus building, thought leadership and advocacy	Policy and legislative development	Institutional development and capacity building	Networking, knowledge generation and sharing
What is considered impact	Consideration/uptake of policy position/ strategies; implementation of action plans	Policy implementation	Improvement in institutional processes	Improvement in institutional processes

legislation. As a result, PNG completed its submission to the UN Commission on the limits of the continental shelf. PNG's National Executive Council enacted a new law, Maritime Zones Act 2015, that governs its maritime boundaries and other factors after repealing what it said was outdated legislation. The Maritime Zones Act replaces the National Seas Act 1977, the latter having failed to comply with international accepted standards for the technical and legal governance of oceans. The Maritime Zones Act came into force on 1 May 2017. Legislation for the implementation of the Maritime Act 2015 was drafted in 2015 and passed in 2017.

- **Commonwealth professional standards for teachers and school leaders:** the Secretariat in partnership with the CCEAM developed the Commonwealth school leadership and teachers professional standards. PNG was one of the member country technical experts involved in the development. Although the standards were not published, PNG took the framework forward and adapted it to national needs. The PNG National Quality School Standards Framework, which also incorporates leadership aspects, was developed. The framework was approved in 2017 and is currently being implemented by all schools in PNG. Training on the new framework was conducted for all school leaders. In support of the implementation, the government provided all teachers with tablets, and all targets were computerised and colour coded (green, orange and red). In addition to the government prioritising this effort through resources and staff time, key development partners involved in the framework's development included UNESCO and UNICEF, which funded the consultants, training and printing costs.

- **Early and forced child marriage:** the Secretariat convened on 14-15 October 2013 for a Roundtable on Early and Forced Marriage, in partnership with Plan UK and the Royal Commonwealth Society. The Secretariat supported the participation of a PNG representative from the National Office of Child and Family Services, who is the custodian to statutory functions on Child and Family Services. The PNG Child Welfare Act 2009 was under review at the time of the roundtable. The lessons and experiences taken from the Commonwealth roundtable 'helped influence work on the PNG Child Protection Act', as noted by the PNG representative. Although the Secretariat's contribution was minimal and limited to the roundtable, it should be noted that the PNG Child Protection Act, known as the Lukautim Pikinini Act, was passed in 2015 and the regulations were passed in 2016. The Child Protection Policy 2017-2017 (Lukautim Pikinini Policy), created to implement the Act, was approved in 2016 and is currently being implemented. Training manuals (three versions) and operational guidelines for child protection officers have been developed with support from UNICEF.

3.5 Sustainability

Sustainability may not have been a primary focus when programmes were being delivered; however, some good examples have emerged in PNG. These include:

- **Judicial capacity-building programme:** the sustainability of the capacity-building programme in PNG is grounded on the PNG Centre for Judicial Excellence, which delivers training programmes, in collaboration with development partners, based on a sound needs assessment and a national capacity

development plan, not just stand-alone training programmes. To complement and further sustain the capacity-building programme, extensive resource materials, which are easily accessible and are being used by judges in the delivery of their services, have been developed by the judiciary.

- **Office of Oceans:** the establishment of the Office of Oceans in PNG to oversee the implementation of the Oceans Act and legislation is a clear step towards sustaining the progress that has been achieved so far. The Secretariat is also supporting the establishment of the Office and providing technical support for the development of the National Oceans Policy, which will steer the implementation of the Oceans Act.

- **Debt management system:** the CS-DRMS system is an example of a sustainable system that was adopted by PNG and is still in operation with all the various upgrades. A member of the PNG debt management team has gained significant capacity in the operationalisation of the debt management system, and is not only supporting the PNG team but now being used as a resource person by the Secretariat to facilitate training programmes in the Pacific region.

4. Conclusions

4.1 Lessons learnt

Commonwealth Secretariat's Programmes: it is important that there is a clear understanding of how Secretariat assistance fits with the national development plan or strategy and how the assistance will be integrated with other initiatives either funded from the national budget or assistance provided by other partners. This lessons comes from the fact that much of the Secretariat support up until now appears to be linked to promoting policy or legislative reform which often requires longer-term commitment for follow-up and implementation before real benefits are realised. Understanding that the Secretariat support is integral to but not the sole input required in meeting the national objective will assist in the reporting, monitoring and evaluation processes to follow.

Country Programming: the absence of a theory of change for programme delivery, makes it difficult to evaluate the contribution that the Secretariat support is making to development of PNG. Given the small size of the Secretariat's programme, relative to the roles played by other partners in PNG, some assessment must be made of the overall impact of the work completed and the missed opportunities for the Secretariat in not making sure there is appropriate follow-up and consistency in implementation.

Partnerships and niche engagement: it is important for member countries of the Commonwealth to be regularly reminded that the Secretariat is not a typical donor partner but a member-based organisation seeking to work with the members to target specific areas of the development agenda – not to fill gaps in resourcing from either national budgets or other partner funding, but to seek genuine and durable partnerships where decision making and commitments are transparent and respectful. In other words, there are responsibilities on both sides to ensure that the support provided by the Secretariat is meeting a specific need, identified through national prioritisation processes and determined by both parties to be an appropriate area of support that requires the involvement of the Secretariat.

Avoid Ad hoc requests: This is a major conclusion of the evaluation and cannot be stressed enough. It may appear that there has not been as much success in programme delivery in PNG. One of the problems seems to be in trying to provide support in areas with insufficient budget or staffing issues in the Secretariat or a solid commitment from PNG. However, the Secretariat programme has been successful in PNG through its governance focus in areas such as the support for democracy, democratic institutions and elections; support for ensuring good returns from the ocean or the policy and implementation of the sovereign fund.

The involvement and commitment of experts from member countries in the development of toolkits and frameworks is more likely to ensure that toolkits/frameworks are utilised and the desired results are realised, as demonstrated by the Commonwealth professional standards for teachers and school leaders, for which a PNG expert's participation in the development helped to champion implementation nationally.

The Secretariat's expert-led initiatives tend to lose momentum when the expert leaves the organisation and there is no handover or organisational direction provided to complete the work that has been started. Two specific initiatives – the governance resilience framework and the education framework – lost their lead experts within the Secretariat, and the programmes were not delivered. All initiatives, including both innovative and ongoing programmes, need to be grounded and owned by the Secretariat but not dependent on a technical expert delivering the programme.

Inter-divisional coordination opportunities were missed during the development and implementation of the Resilience Governability Framework in the small states. The governance team was not consulted on a governance project that was being delivered by another technical division. Ownership of initiatives seems to override the benefit of working together in a concerted manner to achieve sustainable results. In the case in point, the team that engaged in the delivery were not experts in governance but in resilience, and therefore their interface on governance issues as a whole was challenged. A key lesson is that expertise

from across the different directorates and divisions needs to be combined to deliver programmes for the Secretariat.

Collaboration with Commonwealth organisations has been demonstrated in PNG in the delivery of the Commonwealth school leadership and teachers professional standards. The Secretariat approached the CCEAM to collaborate in the delivery of the framework based on experience, expertise and reach in this area. Expertise for the development of the framework was harnessed from member countries, including PNG. The impact realised in PNG can only be attributed to the dedicated efforts of the CCEAM and the PNG expert. Despite the challenges that were experienced in not publishing the framework, the CCEAM commended its good working relationship with the Secretariat and has since embarked on renewing the partnership to complete the framework. Other Commonwealth organisations within the education sector, such as the teachers' professional standards and the CTG, which are members of the Commonwealth Consortium for Education, were not consulted. Going forward, the Secretariat has agreed to collaborate with the two institutions to finalise the framework.

The Commonwealth profile: the Ministry of Foreign Affairs, the primary point of contact for the Secretariat, noted the lack of visibility of the Secretariat in PNG and emphasised that 'the Communication Unit needs to do more' in PNG. The Secretariat's lack of visibility in PNG is enhanced by its lack of national presence. It was emphasised that frequent engagement and communication, awareness and clearly planned interfaces facilitated with materials on the Secretariat's work in PNG are required. Values of the Commonwealth need to be promoted and, where possible, political dialogue needs to be arranged every two years.

The Commonwealth's profile in programme delivery is limited at activity level to press releases on high-visibility engagements, such as programme launches and the Secretary-General's visits to member countries, unlike the holistic programming that is being delivered in member countries and the change that the Secretariat intends to contribute to. This observation implies that the Secretariat's visibility is determined on a case-by-case basis and that the member country does not have a complete picture of the Commonwealth's work. Commonwealth engagement needs to address

longer-term change in a holistic manner and should be consistently communicated to both member country leadership and development partners.

4.2 Programme challenges and recommendations

Education – the Commonwealth professional standards for teachers and school leaders:

ownership of the framework by the Secretariat made it difficult for the collaborating partner (CCEAM) to take forward the framework formally. The Secretariat's technical lead left in 2012 and handed the work to another colleague, who shortly completed their term of service and left. No staff member was directly responsible for this project until February 2018, when the discussions were reactivated at the 20th CCEM in Fiji.

Because of staff turnover and reduced staff levels, the Directorate needs to take stock of all the education outputs delivered or not completed and assign staff responsible for delivery and/or follow-up to ensure activities/outputs are completed and follow-up conducted.

There is limited resourcing (financial and human resource) available to support member countries in taking forward the implementation of education toolkits and frameworks. To ensure that outcomes are realised, effort and resources need to be provided to facilitate implementation in select countries. Realisation of outcomes requires looking beyond toolkits and frameworks to their implementation, and these have to be effectively resourced.

Planning and budgeting (including human resources) for education programmes need to be reconsidered and reprioritised to ensure that key outputs delivered are translated into outcomes.

Youth – closure of the regional youth centre

and impact on youth programme: the regional youth centre in Honiara was the hub for youth development in the Pacific, so its closure had a direct effect on the delivery of the Commonwealth's established programme, the DYD. The nationalisation of the DYD is still being challenged, and the programme is not yet running, despite having been institutionalised. No follow-up was conducted by the Secretariat on the transitional arrangements of the DYD programme and on the national uptake.

A comprehensive assessment of the impact of the closure of the regional youth centres on national youth programming needs to be conducted.

The Secretariat needs to re-establish a stronger relationship with the PNG Youth Department and to follow up on progress on the DYD, youth networks and national youth policy development.

Debt management: PNG is experienced challenges in the production of the debt management bulletin, despite support from the Secretariat. Some of the challenges were outside the Secretariat's purview; however, system-related challenges could be addressed by the Secretariat. One of the three data sets required for the production of the bulletin was not up to date and they were on separate systems, making it difficult to collate and analyse the debt information required for the bulletin. The PNG debt management team noted that, for it to be able to gather information for analysis, all the data need to be up to date. The team is looking forward to the new debt management software, MERIDIAN, which should address, among other issues, all the current outstanding problems with databases.

Follow-up and support need to be provided to the PNG debt management team to ensure that the debt bulletin is produced so as to address the need for debt information, including the roll-out of the MERIDIAN debt management system, which has the required capabilities to address the current debt management challenges.

Oceans and natural resources – establishment of Office of Oceans and National Oceans Policy: progress on policy development has been slow, as one of the key staff members driving the process left at the start of the year. The Secretariat's efforts to engage and take forward the project were affected by the lack of communication. At the time of evaluation, it was clear that there was a lack of staff to engage with the Secretariat on the policy development and to make good progress on policy development. The only staff member still present was about to leave for further studies.

The Secretariat needs to constantly engage with PNG authorities on the staffing and budgetary allocation for the Office of Oceans while it is being set up to facilitate the delivery of the list of priority areas identified.

Small states – Governability Assessment

Framework: the implementation of the resilience governability framework was challenged and not

delivered. Challenges included its conception as a framework for assessment and its use within the member country and the Secretariat; some misgivings on how the framework would be viewed and utilised for other purposes, such as political purposes, and not the purpose for which it was developed; the lack of coordination with the experts within the Secretariat in charge of governance for technical input; and the lack of strategic direction and budgets for continuation. With outdated data, but an excellent framework that can be utilised within other contexts, the framework needs to be brought back into focus.

It is recommended this framework be reviewed in light of a Secretariat-wide framework and its use rethought within the broader cross-divisional scoping and multi-disciplinary country analysis to provide the member country and the Secretariat with baseline information and a basis for measuring progress, and that it be considered for prioritising technical assistance in the Secretariat's engagement with the member country, a process that would both facilitate and enhance meaningful cooperation between the Secretariat and member country.

4.3 Institutional challenges and recommendations

Secretariat support and links to National Plan/ Strategy: while it is recognised that the Secretariat's Strategic Plan must play a central role in defining the areas of Secretariat specialisation, it is also critical that a strong link is made to the member countries own national priorities and plans. Unless this is clear, there is unlikely to be full commitment and ownership. It is often not sufficient to have the endorsement of a line ministry or agency as it is the central agencies (such as Treasury/Finance and Planning) that are often most influential in the allocation of budget resources and personnel.

The Secretariat's Strategic Plan should be the frame of reference for how requests are considered when received from a member country. It is important that the request is aligned with the skills/experience of the Secretariat and given the limited resources that are often available it must be clear about what the outcome will be – or in other words there needs to be some assurance that within the limits of resources and time available that an outcome is likely.

Secretariat Focal Point: while formal communications between the Secretariat and the Government of PNG are through the Ministry of Foreign Affairs it is important that there are closer links established between the Secretariat and the Department of Planning and Monitoring which is a central agency within the Executive of the Government and as such plays a key role in ensuring coordination of all external assistance.

This could be accomplished by ensuring that any requests to the Secretariat made by the Ministry of Foreign Affairs have the endorsement of the Department of Planning and Monitoring.

Development of a Longer-term more focused engagement: in order to overcome suggestions of an ad hoc approach to the way Secretariat support is identified and delivered to PNG it is important to seek the agreement of the member country for a longer-term (2–3 year) programme of support with a clear understanding of how the proposed Secretariat support will meet one or two objectives of the National Plan.

An agreed country programme needs to be established so that there is clear evidence of joint commitment on how the support will be delivered; the need for counterpart involvement or local budget support if required; and assurances of what steps will be taken to ensure sustainability.

Transition in the strategic plans: outputs not concluded in one strategic plan have not been planned for effectively in the next strategic plan period. The governability resilience framework development was one of the activities that was not concluded, as it was started during the strategic period 2013/14–16/17 but was not budgeted for or included in the delivery plan for the next strategic plan period. Although there are other factors that contributed to the failure of the delivery of the output, budget was one significant aspect.

The transition from one strategic plan to another should have a clear consideration for ongoing projects and the implications of stopping any ongoing project in a member country.

Strategic direction in programme delivery needs to be strengthened. Interpretation of the strategic plan is dependent on the technical expertise on board at the time of delivery and not on the organisational vision and strategy to address the key challenges in the Commonwealth. The Secretariat's delivery is dependent on member

countries' requests and the technical expertise of its staff in post. Technical staff have the ability to steer programme initiatives towards their unique expertise, while the Secretariat, as an institution, is slower to embed initiatives into the organisation to ensure there is strategic-level leadership independent of the technical staff. The dependence on technical staff expertise, with no clear organisational strategic direction on taking forward such initiatives, means the work, however excellent it is, stops once the technical expert leaves the Secretariat.

All initiatives and programmes delivered need to be grounded within the Secretariat's strategic plan and vision for the Commonwealth so as to ensure that all initiatives started are owned by the Directorate and delivered irrespective of the existing staffing capacity.

Abuja Guidelines: the breach of Abuja Guidelines halted the programme implementation and reduced progress. The effect of a breach of Abuja Guidelines needs to be contextualised in relation to its consequences on programme delivery in a member country.

Country reports need to be produced regularly so that member countries appreciate programmes being implemented and the value of CFTC contribution to the country, and to prove the relevance of the CFTC to the development needs of the country and encourage timely contributions.

Country focus in programme planning and delivery: there is a lack of coherence in programme planning and delivery in PNG. A pattern of a delivery strategy or the approach used could not be established to draw together the different activities, initiatives and projects being implemented. In relation to the Secretariat's strategic plan, there is a clear gap in specific programme areas. This evaluation has highlighted that limited (and fragmented) activity, or nothing at all, is being implemented in the area of public institutions, social development, youth and small states. There is no evidence of any engagement in the area of public sector governance in PNG and the Pacific region. The pattern emerging shows that the concentration of programming is in democracy and economic development, but this emerging pattern was clearly not planned, as there were fragmented activities in other areas.

A country focus needs to be inbuilt into programming at the strategic level (such as the delivery plan) and establish a national programme delivery approach or strategy that is linked to the priority needs of the member country. This should be reflected in the depth of programme delivery and engagement in the selected areas.

A designated country focal point needs to be established within the Secretariat to map out all engagements with the member country and update progress on implementation, as well as draw attention to gaps and successes.

Technical assistance: the regional approach to technical assistance in the Pacific region is appreciated; however, such technical assistance tends to be prioritised for smaller and more vulnerable member countries. PNG is regarded as a more stable economy and resource within the region and is therefore missing out on targeting. The critical needs of PNG cannot be addressed from a regional perspective.

In the consideration of the regional approach to technical assistance, a balance should be considered in the targeting of the member countries. Countries such as PNG, which are larger, should be targeted, where necessary, with a resident expert as the preferred national approach.

International relations versus national coordination: similar to findings in other country evaluations, the Secretariat's programme coordination is anchored within the ministry in charge of international relations, as opposed to national planning and coordination mechanisms. It is important for the Secretariat to expand its engagement to directly co-ordinate its programme delivery with the national planning and coordination mechanisms so as not to duplicate efforts and to ensure the Secretariat's input is reflected effectively in national planning and reporting.

The Secretariat's programme delivery in a member country needs to be co-ordinated both at the diplomatic level (ministry in charge of international affairs) and at the programme level (ministry in charge of national planning and coordination) in the member country, to ensure the Secretariat's input is responsive and reflective of national priorities, and it needs to be highlighted in national reports.

Follow-up, monitoring and evaluation: similar to the findings in other country evaluations, there has been limited follow-up and a lack of monitoring

and evaluation. Follow-up on the implementation is evident only in ongoing activities where both the Secretariat and PNG are keen to progress. There were instances where there was no follow-up from PNG, which meant that the initiative was placed at the bottom of the pile with limited resources.

Country-level data/information collection, as part of monitoring and evaluation, needs to be embedded in all field missions, and information from BTORs needs to be compiled in a central country database.

4.4 Member Countries Challenges and Recommendations

Member States should provide evidence of how the request to the Secretariat for technical assistance or other support is linked to national and sector plans; steps taken to identify counterparts and necessary budget approvals for meeting local costs; advice on role (if any) of other development partner support in the sector for which Secretariat support is required; how the support requested impacts gender equality and human rights commitments; and how sustainability is to be assured.

Annex 1: Terms of Reference

Evaluation of the Commonwealth Secretariat's support to Papua New Guinea 2013/14–2016/17

1. Introduction

The Commonwealth Secretariat is an intergovernmental organisation established in 1965 with 52 member countries across the globe, bringing together 2.2 billion citizens. The organisation promotes democracy, the rule of law, human rights, good governance, and social and economic development, and is also a voice for small states and youth empowerment. The Secretariat's work is guided by its Charter, which affirms the core Commonwealth principles (*of consensus and common action, mutual respect, inclusiveness, transparency, accountability, legitimacy, and responsiveness*) and by its strategic plan.

In response to the evolving development context and demands of member countries and other stakeholders, the Secretariat has adopted an increasingly results-oriented approach. Guided by the strategic plan and the evaluation plan, a select number of independent evaluations and country evaluations are commissioned each financial year to respond to member countries' demands for accountability as well as the Secretariat's need for learning and organisational improvements.

The overall aim of the evaluation function is to determine the relevance, efficiency, effectiveness, impact and sustainability of a programme, policy, or project so as to incorporate lessons learnt into the decision-making process. Given this, it requires gathering, analysing, interpreting and collating information. To be effective, evaluations must be well designed, meet accepted standards for data gathering, quality and analysis and be well managed.

The Secretariat's country evaluations are designed to fulfil a number of functions:

- They are an instrument of accountability to member governments, providing an assessment of effectiveness, relevance, impact and sustainability in delivering results of Secretariat's projects, programmes and special activities in member countries.

- They guide policy and planning decisions by providing feedback on the performance and quality of the Secretariat's portfolio of development and democracy work.
- They provide an opportunity to identify and disseminate organisational lessons to guide the future work of the Secretariat in a particular country or region and generally across its membership.
- They assess the contribution versus the benefits that individual member countries experience from the Secretariat's service delivery.

2. Context

the strategic plan 2013/14–2016/17 evaluation noted that the Secretariat should do more 'evaluative monitoring' to reduce its reliance on costlier external evaluations. As the Secretariat matures in its monitoring function, it is expected that the evaluation function will endeavour to bridge the outcome-monitoring gap through evaluative monitoring. As outcomes take a long time to materialise, outcomes of projects implemented in the 2013/14–2016/17 strategic plan will be realised only in the next strategic period (2017/18–2020/21).

Building on the Secretariat's impact pathway approach to results-based planning, monitoring and evaluation, an evaluation framework that applies qualitative evaluative monitoring methodologies, such as outcome mapping, outcome harvesting and case studies, will be applied.

Country-focused evaluative monitoring will take a holistic approach to the Secretariat's engagement in the selected country in assessing outcomes and impact. These studies will be conducted internally by the Strategy Partnerships and Portfolio Division (SPPD) evaluation team, increasing the scope and reach of the study over the strategic plan period. The selection criteria used for the countries to be evaluated include:

- a. an adequate geographical balance of nations;
- b. no previous country evaluation conducted;

- c. the size (number and value) of activities supported by the Secretariat;
- d. a balance between small nations and others;
- e. a balance between varying levels of development.

3. Purpose and scope of assignment

The country evaluation is an internal evaluation led by the SPPD. The purpose of country evaluations is to assess the relevance, effectiveness, impact and sustainability of the Secretariat's support to the target member country. The study will cover the four-year period of the strategic plan 2013/14–2016/17 as the common base for all country evaluations. However, depending on when the evaluation takes place, information collected should be up to date at the time of the study and so may include the current strategic plan period, 2017/18–2021/22. The evaluation will provide an independent opinion on the design, performance and results of all the Secretariat's programmes in the targeted member country. It will also make recommendations from both the strategic and operational perspectives to optimise the utilisation of resources in achieving sustainable impact. Specifically, the evaluation will:

- review the extent to which the Secretariat support was relevant to the priorities of the targeted member country, and was consistent with intermediate outcomes of the strategic plan;
- assess outcomes and impacts achieved over the evaluation period and the level of sustainability of the results;
- assess the member country's contribution to the Secretariat's funds and the benefits realised over the review period and conduct a contribution-benefit analysis, assessing value for money for the member country;
- review the delivery model of programmes in the member country, including communication and programme coordination in-country, highlighting lessons and areas for improvements;
- identify issues, challenges and lessons learnt and make recommendations on the Secretariat's overall programming.

4. Approach and methodology

one of the primary areas of focus of the country evaluations is to assess if any outcomes or impacts can be attributed to the contribution of the Secretariat to the member country. It is very difficult to assess the contribution of the Secretariat in the midst of different development players, and in some cases where the Secretariat's contribution has been limited. In this regard, a mix of qualitative methodologies will be used to try and ascertain the changes that have occurred and evidence their links to the Secretariat. Some of the methodologies that will be used include the Secretariat's developed 'impact pathway', outcome harvesting, outcome mapping and case studies.

Based on the above evaluation methodologies informing the questions and tools development, the evaluation team will include the following key steps in the conduct of the evaluation for information collection, analysis and report writing during the study.

- National country documents, including strategy documents and publicly available reports, will be reviewed to provide context and to address the general evaluation questions.
- A desk review of all projects and interventions delivered in the target country will be undertaken. Project design documents with their monitoring plans and results reports will be reviewed. All key documentation, including BTORs, research reports, progress reports from consultancies, etc., will be reviewed to address the specific evaluation questions.
- Focus group discussions and interviews will be held with project teams to better understand the programme theory, to qualify and contextualise the results documented and to seek responses to specific questions that will emerge from the literature review.
- Field visits will be conducted to the target country to meet key stakeholders, boundary partners, beneficiaries and others who may have engaged with the interventions. These visits will allow the evaluation team to triangulate desk findings, verify results information and collect raw data on the evaluation questions in the evaluation framework. Where possible, focus group

discussions will be held with teams/ beneficiaries directly engaged with the Secretariat's programmes.

- Specific engagements will be conducted with national-level monitoring and evaluation units, and planning and statistical units, to aggregate national information and also verify national statistics and policy positions.

In order to maximise access to key stakeholders, where possible, the timing for these studies will coincide with any country, regional or pan-Commonwealth meetings or events taking place in the target country. Evaluation teams, where possible, can also hold side review meetings alongside these meetings/events.

5. Deliverables

- **Inception report:** this will incorporate the revised terms of reference and Country Evaluation Framework and data collection tools.
- **Evaluation report:** following the desk review, interviews, survey and field work, the report will include all the findings, analysis, lessons and recommendations. Case studies will be used in the representation of the some of the information.
- **Impact stories:** these will be a core output of each of the field visits. They will be stand-alone case studies where there is strong evidence of impact. These will be published separately with photos where appropriate. The impact stories will be used to supplement progress reports and published for wider access.
- **Synthesis studies themes:** emerging themes from completed country evaluations and impact stories will be identified for further analysis and synthesis to provide a regional or pan-Commonwealth picture.
- **A dissemination seminar:** this will present and validate the evaluation findings and recommendations.
- **Evaluation summary report:** this short document will highlight key findings and can be easily accessible and used for decision-making.

6. Schedule and level of effort

the study is planned to commence in June 2018. It is estimated that at least a team of two staff will be involved, led by a member of the Strategy, Learning and Innovation team. The study is to be completed within three months from inception. Travel and daily subsistence allowance expenses related to country field visits will be covered by the country evaluation budget in line with the Secretariat's travel policy.

7. Technical requirements

The evaluation team should demonstrate the following:

- substantive knowledge and experience in undertaking reviews, evaluations and critical research;
- knowledge and experience of policy and programming matters as well as challenges and issues in global and national development and democracy;
- ability to handle and analyse big data sets, and conduct multi-country reviews;
- excellent communication skills, in both spoken and written English, including experience in the production of clear and concise reports for international/intergovernmental institutions, and the delivery of messages to a diversified audience;
- an in-depth understanding of the work of the Commonwealth; and
- familiarity with Sustainable Development Goals and the international governance architecture.

8. Evaluation team selection criteria

To be selected to participate in the country evaluation team, the staff member should:

- be objective and able to view the progress or lack of it from a learning perspective;
- be balanced, critical and able to independently lead and facilitate discussions with both internal and external stakeholders;
- not be a part of the programme team for projects being evaluated in the targeted country;

- be able to engage with and represent the Secretariat at key meetings, and present and defend the evaluation findings to external and internal stakeholders.

9. Evaluation team

The country evaluation team is composed of the following:

- **Head of Evaluation and Learning – Team Leader:** be accountable for the overall evaluation study; lead the evaluation study, including preparation of evaluation tools, desk review, data/information collection, analysis and reporting; lead the team on the field visit; lead the preparation and presentation of the evaluation report.
- **Programme Officer:** support desk review; support data collection; support communication with internal and external stakeholders; circulate data collection tools; schedule interviews; facilitate field visits logistics; support analysis and reporting; participate and prepare minutes for meetings, including presentation of reports and follow-up meetings.
- **Consultant:** conduct desk review; conduct interviews and participate in field visits; facilitate focus group discussions as required; conduct analysis of data and information; support preparation of evaluation report; support presentation of the evaluation findings.

Annex 2: Evaluation framework

	Evaluation questions
Context	What has been the Secretariat's engagement with the institution? What issues/ problem was being addressed by the Secretariat? Did the Secretariat fully understand the problem within the broader context? What was delivered by the Secretariat? When was this delivered?
Relevance	Were the activities and outputs of the programme responsive to the problem/ issue that were identified? Was Secretariat support relevant to the priorities of the Institution? Was this support consistent with intermediate outcomes of the strategic plan?
Efficiency	What was the delivery mechanism? How efficient was the delivery? Were costs economised without affecting the quality of delivery? Were issues of equity considered in the achievement of programme outcomes?
Effectiveness	Were the planned results of the programme achieved? What factors contributed to the achievement or non-achievement? Was the Secretariat responsive to the issues? How effectively have the outputs and outcomes been monitored?
Impact	What changes (positive and/or negative) have you seen? Can this change be directly attributed to the support provided by the Secretariat? Who are the other players contributing to this change? How has this change impacted on women and men differently if at all? Or could the change potentially be experienced differently between men and women? Are there any unplanned changes that happened as a result?
Sustainability	Can these results be sustained over a long period? What needs to be put in place to ensure that the programme is sustainable?
Value added	Could this programme have been delivered by another partner? What distinct value does the Commonwealth Secretariat add?
Challenges	What challenges were experienced and what areas could be improved?
Lessons	What lessons can be drawn? What could the Secretariat do differently?
Recommendations	How can the programme be improved to better meet the needs?

Annex 3: PNG's Participation at Ministerial Meetings, Conferences and Training Workshops

Event name	Dates	Location	Number of participants from PNG
Ministerial events/meetings			
Commonwealth Trade Minister's Meeting 2017	10 Mar 17	London, UK	3
Meeting of Senior Officials of Commonwealth Law Ministries	9-11 Sept 2013	London, UK	1
8th Commonwealth Sports Ministers Meeting 2016	4 Aug 16	Rio de Janeiro, Brazil	1
7th Commonwealth Sports Ministers Meeting 2014	21 Jul 14	Glasgow, Scotland	3
Commonwealth Foreign Affairs Ministers Meeting 2016	22 Sep 16	New York, USA	2
Commonwealth Foreign Affairs Ministers Meeting 2015	24 Sep 15	New York, USA	6
Commonwealth Foreign Affairs Ministers Meeting 2014	25 Sep 14	New York, USA	3
12th Commonwealth Foreign Affairs Ministers Meeting	26 Sep 13	New York, USA	6
Commonwealth Health Ministers Meeting 2016	22 May 16	Geneva, Switzerland	3
Commonwealth Health Ministers Meeting 2015	17 May 15	Geneva, Switzerland	3
Commonwealth Health Ministers Meeting 2014	18 May 14	Geneva, Switzerland	4
19th Conference of Commonwealth Education Ministers (19CCEAM)	22-26 Jun 15	Nassau, The Bahamas	5
Commonwealth Finance Ministers Meeting 2013	9 Oct 13	Washington DC, USA	3

Event name	Dates	Location	Number of participants from PNG
Other meetings/conferences			
Commonwealth Electoral Network Biennial Conference	22-24 Jun 2016	Port of Spain, Trinidad and Tobago	1
Commonwealth Roundtable on Early and Forced Marriage	14-15 Oct 2013	London, UK	1
Training/workshops			
Commonwealth Election Professionals (CEP) Pacific Region Workshop	24-29 Mar 2014	Canberra, Australia	1
Training Workshop on CS-DRMS Version 2.0	3-12 Jun 2015	Nadi, Fiji	4
CS-CRMS Training of Trainers Workshop	Jan 15	London, UK	1
Cybercrime and electronic evidence training	Mar 15	Anuku A'Lofa, Tonga	1
Human Rights Training for Youth Trainers	8-12 Jul 2013	Port Vila, Vanuatu	3
Meetings held in PNG			
Judicial seminar on 'court craft'	27-28 Mar 2017	Port Moresby, PNG	41

Annex 4: Internal Stakeholders List

No.	Position
1.	Director, Governance and Peace, Governance and Peace Directorate
2.	Adviser and Head – Caribbean and Pacific, Political Team – Governance and Peace Directorate
3.	Political Officer – Caribbean and Pacific, Political Team – Governance and Peace Directorate
4.	Acting Head, Rule of Law Team – Governance and Peace Directorate
5.	Legal Adviser, Justice, Rule of Law Team, Governance and Peace Directorate
6.	Adviser and Head, Office of Civil and Criminal Justice Reform – Governance and Peace Directorate
7.	Head, Human Rights Team – Governance and Peace Directorate
8.	Human Rights Adviser, Human Rights Team, Governance and Peace Directorate
9.	Adviser, Health, Social Policy Development – Economic, Youth and Sustainable Development Directorate
10.	Adviser, Social Policy Development – Economic, Youth and Sustainable Development Directorate
11.	Adviser, Education, Social Policy Development – Economic, Youth and Sustainable Development Directorate
12.	Adviser, Social Policy Development – Economic, Youth and Sustainable Development Directorate
13.	Head, Gender, Social Policy Development – Economic, Youth and Sustainable Development Directorate
14.	Adviser, Gender, Social Policy Development – Economic, Youth and Sustainable Development Directorate
15.	Head, Social Policy Development – Economic, Youth and Sustainable Development Directorate
16.	Head, Sports for Development and Peace Section, Social Policy Development – Economic, Youth and Sustainable Development Directorate
17.	Adviser, Trade Competitiveness, Trade, Oceans and Natural Resources Directorate
18.	Adviser, Trade Competitiveness, Trade, Oceans and Natural Resources Directorate
19.	Economic Adviser, Oceans and Natural Resources, Trade, Oceans and Natural Resources Directorate
20.	Adviser, Ocean Governance, Trade, Oceans and Natural Resources Directorate
21.	Adviser and Head, Debt Management, Economic, Youth and Sustainable Development Directorate
22.	Business Analyst DMS, Debt Management, Economic, Youth and Sustainable Development Directorate
23.	Debt Systems Development Officer, Debt Management, Economic, Youth and Sustainable Development Directorate

No.	Position
24.	Head of Climate Change, Economic Policy, Economic, Youth and Sustainable Development Directorate
25.	Climate Finance Access Hub Manager, Economic Policy, Economic, Youth and Sustainable Development Directorate
26.	Acting Economic Adviser, Small States – Economic Policy, Economic, Youth and Sustainable Development Directorate
27.	CODA Consultant, Finance, Corporate Services Directorate
28.	Human Resources Officer, Human Resources and Facilities Management Division

Annex 5: List of Documents Reviewed

Commonwealth Strategic Plan, project design documents and progress reports

1. Commonwealth Secretariat Strategic Plan 2013/14–2016/17
2. Project design documents for the period 2013/14–2016/17
3. Six-monthly progress reports and annual results report 2013/14
4. Six-monthly progress reports and annual results report 2014/15
5. Six-monthly progress reports and annual results report 2015/16
6. Six-monthly progress reports and annual results report 2016/17
7. Back to office reports
8. Expert progress reports

Commonwealth Secretariat evaluation reports

9. Evaluation of the Commonwealth Secretariat's Strategic Plan 2013/14–2016/17, January 2017
10. Meta-evaluation: A Synthesis of Evaluation Studies 2005–2016, December 2016
11. Review of the Commonwealth Youth Programme (CYP), February 2017
12. End of Term Review of the Commonwealth Plan of Action for Gender Equality 2005–2015

National strategic documents

13. Department of National Planning and Monitoring, *2015 Papua New Guinea Development Cooperation Policy*, Independent State of New Guinea, 2015
14. Department of National Planning and Monitoring, *National Strategy for the Responsible Sustainable Development for Papua New Guinea*, 2014

15. Financial Evaluation Division Department of Treasury Government of Papua New Guinea, *Annual Public Debt Bulletin*, 2014

Democracy

16. Election Observation Reports
17. Commonwealth Secretariat, *Papua New Guinea Electoral Commission November 2–12 2016*, 2016
18. (WHAT), *Bougainville Peace Agreement, The Burnham I and II Dialogues*, YEAR
19. Commonwealth Observer Group, *Papua New Guinea National Election*, June– July 2017

Public institutions

20. The Commonwealth, *Kigali Declaration*, May 2015
21. The Commonwealth, *Mahé Declaration*, March 2014
22. Ombudsman Commission of New Guinea, *Annual Report*, 2015

Social development

23. The Commonwealth, *Pan Commonwealth Consultation on the Commonwealth Education Policy Framework*, Kenya Institute of Curriculum Development (KCID, Nairobi, Kenya May 2016, 2016
24. The Commonwealth, *Commonwealth Young Parliamentarians Leadership Programme Concept Note*, March 2017
25. The Commonwealth, *A Curriculum Framework for the Sustainable Development Goals*, July 2017
26. The Commonwealth, *Standards Framework for Teachers and School Leaders*, 2014

Youth

27. The Commonwealth, *The Global Youth Development Index and Report 2016*

28. The Commonwealth, *Commonwealth Youth Development Index, National and Regional Toolkit: A Guide for Developing Regional and National Youth Development Indices*, 2016
29. United Nations Conference on Trade and Development, *Policy Guide on Youth Entrepreneurship*, United Nations, New York and Geneva, 2015
30. The Commonwealth, *Youth Work in the Commonwealth: A Growth Profession*, 2017
31. The Commonwealth, *The Commonwealth School Leadership Professional Learning Programme for School Leaders and Teachers*, 2015
32. Commonwealth Secretariat, *Aide-Memoire, Technical Workshop, "Evidence-based Policies on Youth Development in the Caribbean"*, 2015

Economic development

33. Oceans and Natural Resources advisory notes and reports
34. Draft Bills and legislation
35. Draft policy documents
36. The Commonwealth, *Sustainable Development Goal 4 in the Commonwealth, Status Update Report*, 2018
37. The Commonwealth, *Papua New Guinea-Sovereign Wealth Fund Reform Project*, Oceans and Natural Resources Advisory Division, October 2016
38. Partnerships for Fisheries Development, *Strategic Plan of Action for Fisheries and Aquaculture 2012-2016*, 2012
39. Commonwealth Secretariat, *Report: Commonwealth Secretariat Visit to PNG to Develop an Oceans Policy*, 2016
40. Regional Advisor, Debt Management, Six Monthly Progress Report, 2005
41. PG/PAC/0168, Strengthening Office of the Chief Trade Adviser (OCTA) to support Pacific Island Forum countries in PACER+ negotiations, CFTC, 9 September 2016

Small states

42. Paris Agreement, United Nations, 2015

43. PG/CWG/0002, Supporting Climate Finance Readiness and Access in the Pacific, Midterm report, CFTC, August 2015

Financials

44. Income and expenditure data (taken from the Commonwealth Financial System), 2013/14–2016/17
45. PEFA, *Framework for Assessing Public Financial Management*, PEFA Secretariat, Washington DC, February 2016.
46. Department of National Planning and Monitoring Papua New Guinea, *Guiding Pointers for Mr. Koney Samuel, Acting Secretary on the Commonwealth Fund for Technical Co-operation 2013/14- 2016/17*, 2018

Annex 6: List of Institutions Consulted

No.	Institution
1.	Transparency International
2.	Department of Prime Minister and the National Executive Council
3.	Australian High Commission
4.	UK High Commission
5.	UNDP Papua New Guinea
6.	Election Commission
7.	Ministry of Foreign Affairs
8.	Registrar of Political Parties
9.	Former Governor-General of New Zealand
10.	European Union
11.	Media Council of PNG
12.	CFTC Expect – ACP Fisheries Mechanism
13.	Commonwealth Council for Education Administration and Management
14.	Supreme Court
15.	Office of the State Solicitor, Department of Justice & Attorney General
16.	Climate Change and Development Authority
17.	Ombudsman Commission of PNG
18.	Papua New Guinea Sports Foundation
19.	Department of Education
20.	Department of Trade, Commerce and Industry
21.	National Office of Child and Family Services, Department of Youth, Religion and Community Development
22.	Department of Treasury
23.	Bank of Papua New Guinea
24.	Department of Health
25.	Department of Finance

No.	Institution
26.	Department of National Planning
27.	National Youth Development Authority, Department of Youth, Religion and Community Development

Endnotes

1. Previous country evaluations include Sri Lanka (2013), Belize (2013), Kenya (2013), Solomon Islands (2014), Namibia (2018) and Grenada (2018).
2. Previous country evaluations include Sri Lanka (2013), Belize (2013), Kenya (2013), Solomon Islands (2014), Namibia (2018) and Grenada (2018).
3. The selection criteria used for the countries to be evaluated include an adequate geographical balance of nations, no previous country evaluation conducted, the size (number and value) of activities supported by the Secretariat, a balance between small and large nations and a balance between varying levels of development.
4. United Nations Development Programme (UNDP) (2018) 'Human Development Reports. Table 1: Human Development Index and its Components', available at: <http://hdr.undp.org/en/composite/HDI>. Gross national income per capita is calculated in 2011 purchasing power parity (PPP \$).
5. Papua New Guinea National Strategic Plan Taskforce (2010), *Papua New Guinea Vision 2050*, available at: <https://eeas.europa.eu/sites/eeas/files/2011.png.vision.2050.pdf>
6. Department of National Planning and Monitoring (2014), *National Strategy for Responsible Sustainable Development for Papua New Guinea 2nd Edition*, available at: <http://www.planning.gov.pg/images/dnpm/pdf/StaRS.pdf>
7. Commonwealth Secretariat (2016), *Global Youth Development Index and Report*, available at: [http://cmydiprod.uksouth.cloudapp.azure.com/sites/default/files/2016-10/2016 Global Youth Development Index and Report.pdf](http://cmydiprod.uksouth.cloudapp.azure.com/sites/default/files/2016-10/2016%20Global%20Youth%20Development%20Index%20and%20Report.pdf)
8. UNICEF Papua New Guinea (n.d.), 'Activities – education', available at: https://www.unicef.org/png/activities_4369.html (accessed 12 May 2018).
9. World Bank (2012), *Papua New Guinea – country gender assessment for the period 2011-2012*, World Bank, Washington, D.C., available at: <http://documents.worldbank.org/curated/en/491231468058779689/Papua-New-Guinea-Country-gender-assessment-for-the-period-2011-2012>
10. Commonwealth Secretariat (2017) 'Parliaments and parliamentarians: a significant role in the promotion and protection of human rights', available at: <http://thecommonwealth.org/media/news/parliaments-and-parliamentarians-significant-role-promotion-and-protection-human-rights>
11. The Commonwealth School Leadership.
12. Commonwealth Secretariat (2013), *Roundtable on Technical and Vocational Education and Training (TVET)*, 24-25 June 2013, Commonwealth Secretariat, London, 2-3.
13. Commonwealth Secretariat (2013), *Analysis of technical vocational education and training systems in five Commonwealth countries: Bangladesh, The Gambia, Jamaica, Kenya, Papua New Guinea*, Commonwealth Secretariat, London, 84-85.
14. Papua New Guinea (2014), National Youth Development Authority Act 2014 (No 28 of 2014), 1.

15. NYDA, *Annual Performance Report 2015*, National Youth Development Authority, 20
16. UNECE through its Centre for Trade Facilitation and Electronic Business (2004), *Recommendation 33- Recommendation and Guidelines Establishing A Single Window*, UNECE
17. Commonwealth Secretariat (BTOR), Needs Assessment and Debt Data Quality Assessment using Debt – DQAM, April 2018.
18. Commonwealth Secretariat (2014), *Building the Resilience of Small States: A Revised Framework*, Commonwealth Secretariat, London.
19. 'Outcomes Statement', *Third Global Biennial Conference on Small States: Building Resilience in Small States*, St Lucia, 26–27 March, 2014, 1.
20. Newman, S (2015), *Supporting Climate Finance Readiness and Access in the Pacific*, Final Report, the SPREP, Apia, Samoa.

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