



**PNG Open Government
Partnership National
Action Plan 2 (2022-2024)**

End-of-Term Self-Assessment
Report v1.0

Drafted by: Transparency International PNG

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1. INTRODUCTION & BACKGROUND:

This report focuses primarily on assessing the implementation of the Papua New Guinea (PNG) Open Government Partnership (OGP) National Action Plan (NAP) 2 2022-2024. Apart from this primary objective, this report also provides insights into PNG Governance Challenges and challenges faced in implementing NAP 2 to inform successive PNG OGP national action plans.

1.1 PNG Governance Context: 5 Key Indicators

In order to establish a better baseline understanding of the PNG governance context, the following section briefly discusses five (5) core national governance indicators. While this list is not exhaustive, each indicator has been selected based on its relative impact on PNG governance outcomes. Furthermore, each of these indicators is rooted in the five (5) National Goals and Directive Principles, enshrined in The PNG Constitution (i.e., **1.** Integral Human Development, **2.** Equality and Participation, **3.** National Sovereignty and Self Reliance, **4.** Natural Resources and Environment, and **5.** Papua New Guinea Ways¹).

1.1.1 Civic Agency & Participation in Democratic Processes

While frameworks like elections, public consultations on government policy and laws, referendums, the national gazette, etc., are intended to facilitate civic participation in democratic functions and processes, the impact of these frameworks is difficult to assess due to several fundamental challenges. Foremost among these is a general lack of civic awareness and poor planning, preparation, and execution.

Statistics show that out of PNG's estimated population of 11.7 million², 43.4% have never attended school³. This, combined with other factors such as the availability of educational resource materials, infrastructure, high student/teacher ratios, and funding limitations, has negatively impacted the national literacy rate, which stands at 32.4%⁴. This is well below the average global literacy rate of 86%⁵ and 65% for "least-developed" countries⁶.

While low literacy can have a varied impact on citizen access to public information, services, economic potential, etc., within the context of governance, literacy also has a significant bearing on the individuals' ability to be meaningfully informed of their civic rights and responsibilities. Therefore, low literacy levels can proportionately reduce civic agency⁷ as a critical component of the PNG democracy.

As it is the fundamental right of citizens in any functioning democracy to elect their government representatives, the integrity of national elections also provides a useful yardstick by which we can measure civic agency. However, the most recent PNG National General Election (NGE) in 2022 is widely regarded as the worst election in PNG's 49-year history as a democratic state.

Reports from domestic and international observers alike indicate that many eligible voters could not freely, fairly, or safely vote, and consequently, their views were not considered in the formation of the 11th PNG National Parliament⁸. Punctuated by widespread violence, Common Roll issues, and allegations of impropriety against election officials and candidates⁹, the scope of issues impacting the 2022 NGE was so severe that it prompted the Government of PNG (GoPNG) to establish a Special Parliamentary Committee on the 2022 NGE (SPCNGE22)¹⁰. With the support of other government

agencies and Civil Society partners, this committee investigated the 2022 NGE and presented a report on its findings with recommendations to Parliament. Although the final SPCNGE22 report was presented to Parliament in December 2023, there has been little indication from GoPNG on the extent to which these recommendations will be taken up or implemented.

Meanwhile, other fundamental democratic processes such as the national budget are completely insulated from the PNG public, with virtually no entry points or opportunities for citizens to present considerations for the process.

1.1.2 National Budget Integrity, Transparency, and Accountability

Recent increases in revenue from taxes and extractive resources have enabled GoPNG to pass record-high national budgets. An example is the 2024 National Budget, valued at K27.377 billion¹¹ (approx. US\$6.899 billion). Despite being able to marshal significant financial resources to fund both recurrent and capital expenditures (including access to significant development loans and foreign aid), one of the most persistent challenges in implementing the national budget has been ensuring it has the greatest possible positive impact on PNG citizens and communities across the board.

PUBLIC FINANCE AUDITS - At the core of this issue has been GoPNG's lacking public finance accountability and the over-politicization of public service mechanisms. The Public Finance (Management) Act 1995 (as amended) requires all government departments, statutory bodies, and public bodies to submit financial statements and annual management reports to the Auditor General every year for audit¹². However, current metrics show that this has not been the case.

A recent report by the PNG Auditor General (AG) revealed that out of a total of 132 public entities that were subject to audit by the AG in 2024, 80 entities (62%) had not submitted their 2022 financial statements for audit, and a further 183 financial statements for prior years were also still outstanding¹³. Furthermore, records from the Auditor General Report Part II 2017 showed a spike in non-submission of financial statements among government departments in 2016¹⁴. Note that this spike occurred in the same year Parliament passed amendments to the Public Finances (Management) Act¹⁵. Inter alia, the 2016 amendments removed the power of Ministers to withhold half of any grants appropriated to a public body for any fiscal year following the year for which they had failed to submit their financial statements.

This downward trend in financial accountability has resulted in low visibility on government expenditure and decision-making in the short term while limiting GoPNG's ability to accurately assess the impact of the National Budget. This makes it harder to curb wasteful spending, identify non-performing government entities, or flag potential instances of corruption.

The Auditor General Report Part II 2017 audited financial statements from 21 government departments, revealing a lack of expenditure monitoring across the entire audit sample. Departments did not prepare cash flow statements on a regular basis to report on significant anticipated shortfalls or surpluses, to enable the department head to make informed financial decisions. Furthermore, significant material variances were noted at year-end in the revised budget, warrant authorities, and actual expenditure.

The audit also discovered an aggregated net variance of K257.42 million between expenditures recorded on the IFMS 2157 (i.e., Expenditure Vote Summary Report maintained by the Department of Finance) and IFMS 8202 (i.e., Cheque & Invoice Allocation Detail Report maintained by respective government entities) from 6 departments. The Department of Higher Education, Research, Science, and Technology had the highest net variance with a K92.91 million difference between recorded expenditure on IFMS 2157 and IFMS 8202¹⁶.

INEQUALITY - Perhaps most concerning is that while there is no reliable measure of inequality (the most recent Gini coefficient index was calculated in 2019), the fact that there has been rising Gross National Product per capita and national wealth without a marked drop in poverty rates indicates growing inequality, something that is also widely evidenced anecdotally. A 2014 report by the United Nations Development Program (UNDP) identified that there are also significant differences in development and inequality by geographic location.

The data shows a strong urban/rural divide across most indicators of development and provincial level indicators show that, after the National Capital District (NCD), the five provinces that make up the New Guinea Islands Region (i.e., Manus, Bougainville, New Ireland, East New Britain, and West New Britain) have higher levels of achievement of the MDGs (Millennium Development Goals) (and hence higher human development) than the rest of the country¹⁷. Overall Poverty levels do not appear to have changed significantly since 1996, despite an economy that has grown at almost 6.5 percent per annum over the past decade¹⁸.

CORRUPTION - Conservative figures from the PNG Independent Commission Against Corruption (ICAC) indicate PNG may be losing up to four (4) Billion Kina to corruption every year¹⁹. Moreover, global benchmarks like the Transparency International Corruption Perceptions Index (CPI) show that PNG's CPI score dropped to 29/100 in 2023 - the lowest in the Pacific - with 96% of the population considering corruption in government a big problem²⁰. It is important to note that several initiatives such as the ICAC²¹ (see chapter 8 of this report for more information) and the Preventing and Countering Corruption in Papua New Guinea Project (PNG Anti-Corruption Project)²² (see chapter 8 of this report for more information), the ratification of the United Nations Convention Against Corruption²³(see chapter 8 of this report for more information), etc., have been rolled out in an effort to restore government integrity and public trust. However, their impact is yet to be fully measured.

1.1.3 Citizen Access to Public Information

The PNG Constitution gives every citizen the right to reasonable access to official documents, subject only to the need for such secrecy as is reasonably justifiable in a democratic society under ten (10) exceptions²⁴. In 2019, TIPNG assessed 26 state agencies and found that over 90% of the agencies surveyed were unable/refused to give public documents when requested over the counter, while the same documents were already freely available online for 54% of the agencies²⁵.

This disconnect demonstrated a fundamental misunderstanding of what qualifies as “public information” and highlighted a culture of secrecy prevalent in the government bureaucracy. In many cases, requests for public information by PNG citizens were met with suspicion and outright refusal.

Access to official government information is fundamental to a functioning democracy. Apart from allowing people to seek and receive public documents to fight corruption, access to information

enables voters to be educated and informed about political processes so that they can have a basis upon which to vote for political officeholders and hold public officials responsible for their acts or oversights in the implementation of their actions. Furthermore, citizens' access to official information is a strong tool to combat misinformation among the populace, especially in PNG's current landscape of diverse political interests and agendas.

1.1.4 Management of Extractive Resources

The extractive sector is vital to PNG's economy, accounting for 32% of the country's Gross Domestic Product and 87.3% of total exports in 2022²⁶. However, past experiences, including stubbornly high poverty rates and unbalanced development, suggest that the extractive industries have not created substantial and long-lasting spillover benefits to other sectors of the PNG economy.

Limited institutional capacity and governance issues have impeded the structural reforms needed to harness the full benefits of PNG's natural resource endowments. According to a 2015 International Monetary Fund report, key structural reforms needed include the overall strengthening of PNG's institutions to ensure effective leasing arrangements of customary land; adequate and efficient government spending on health, education, and infrastructure; strengthened public financial management practices including monitoring and tracking expenditures; improved financial access; and improved statistics²⁷.

Over the last decade, however, GoPNG has taken steps to establish better control mechanisms and maximize public benefit from the extractives sector, through the Extractive Industries Transparency Initiative (EITI) which PNG joined in 2014. EITI is a global initiative that establishes benchmarks for disclosure of information along the extractive industry value chain - from how extraction rights are awarded, to how revenues make their way through government and how they benefit the public (*for further information on PNG EITI interventions, see Chapter 8 of this report*).

Over the years, available data and details have steadily grown to reflect what is being generated from the extractive sector, and how much is being contributed to the national economy. Data disaggregation is limited, there is no central data storage system for data analysis and there is no mechanism to record data on social expenditures apart from what is mandated through legislation and project agreements. PNG does not publish usable data on extractive industries due to a lack of readily available data, awareness, capacity, and legislative restrictions. One of the biggest challenges is the lack of transparency in information relating to financial transactions and accountability. The EITI process is a tool that is intended to facilitate data collection, processing, and documentation that can minimize some of these information gaps.

1.1.5 National Population Data & Statistics

First established under the Alotau Accord I in 2012, the past eleven (11) years of the PNG NID initiative have been marked by widespread public criticism and concern, amid allegations of mismanagement and corruption and a special investigation report led by a former Chief Secretary that has yet to be published to this day. Without accurate statistics on the PNG population, it is difficult to quantify the scale of issues impacting PNG communities, thus making it difficult to provision adequate resources and funding to ensure that the needs of all citizens are met. The last population census was completed in 2011 which means that current PNG demographic data are, at best, estimates.

1.2 NAP 2 Alignment with GoPNG Governance Reform Priorities

1.2.1 National Anti-Corruption Strategy 2010-2030

While not an implementation document per se, the National Anti-Corruption Strategy (NACS) 2010-2030 provides the impetus for government leadership, strategic direction, and collaboration with a broad spectrum of stakeholders (i.e., Parliament, public service, business leaders, state actors, non-state actors, civil society, development partners and citizens) in developing and implementing actions to improve PNG's governance benchmarks.

As PNG's first-ever national strategy for combating corruption, the NACS is positioned as a critical enabler of the PNG Vision 2050. This was a hallmark for the PNG government, as it signifies GoPNG's acknowledgment of corruption as a significant risk to PNG's development aspirations. The NACS Framework acknowledges anti-corruption efforts already being implemented by smaller agencies and coalitions and seeks to link and harmonize them into a national standard. To this end, the NACS Framework establishes the following Key Action Areas (KAA):

- **KAA 1:** Promote and Strengthen Honest Leadership
- **KAA 2:** Strengthen Transparency and Public Exposure of Corruption
- **KAA 3:** Build and Maintain Effective People Management
- **KAA 4:** Strengthen the Integrity of The Public Financial Management System
- **KAA 5:** Strengthen Accountability and Oversight
- **KAA 6:** Strengthen Compliance and Enforcement
- **KAA 7:** Strengthen Public Awareness and Education
- **KAA 8:** Strengthen Coordination and Partnership

While the NACS provides broader guidelines for actions to address deficiencies in government administration and oversight, the NAP 2 commitments place a stronger focus on developing frameworks to facilitate greater public participation, transparency, and accountability, as fundamental components of the PNG democracy. NAP 2 is generally aligned with the intent of the NACS, however, NAP 2 commitments have a more focused scope and are targeted at improving specific governance indicators over a much shorter timeframe.

Unlike the NACS, which places a strong emphasis on political will as a critical factor of success, the PNG OGP NAP 2 is less reliant on political will. For the most part, NAP 2 is implemented by a voluntary coalition of members from the public sector, private sector, civil society, and development partners. This is important to note, as while the Executive Government has committed to supporting NAP implementation in principle, unfortunately, this commitment is non-binding. This is evidenced by the fact that many critical facets of NAP 2, such as the Audit Report, remain severely under-resourced and underfunded, while progress towards the enactment of several key laws like the Access to Information Legislation has also been labored.

Despite the differences in scope, the NACS provides a useful frame of reference for the development of PNG OGP NAP commitments, given that it presents a comprehensive index of governance issues impeding the achievement of the PNG Vision 2050. Furthermore, the NACS outlines areas of action that are already sanctioned by GoPNG and, therefore, easier to justify in annual budget submissions (especially for PNG OGP lead implementing agencies in the public sector).

1.2.2 Medium-Term Development Plan IV 2023-2027

The Medium-Term Development Plan (MTDP) IV 2023-2027 is the PNG Government's five-year investment plan. MTDP IV captures GoPNG's intent to grow the national economy and improve PNG's human development indicators via direct investment into twelve (12) strategic priority areas. Although PNG OGP NAP 2 generally agrees with the intent of MTDP IV, the NAP 2 commitments are only specifically aligned with MTDP IV strategic priority areas 7, 8, and 12 which cover the following deliberate intervention programs (DIP):

Strategic Priority Area #7: National Revenue and Public Finance Management

- DIP 7.1 Tax Revenue Administration
- DIP 7.2 Customs Administration
- DIP 7.3 Non-Tax Revenue Administration
- DIP 7.4 Public Finance Management
- DIP 7.5 Payroll Administration

Strategic Priority Area #8: National Revenue, National Statistics, & National Public Service Governance

- DIP 8.1 Integrated Digital Government System
- DIP 8.2 National Statistical System
- DIP 8.3 National Identification Registration
- DIP 8.4 Electronic Electoral System
- DIP 8.5 Censorship
- DIP 8.6 Public Service Administration
- DIP 8.7 Public Service Governance
- DIP 8.8 Central Agencies Coordination

Strategic Priority Area #12: Strategic Partnership

- DIP 12.1 Foreign Relations
- DIP 12.2 Development and Economic Cooperation
- DIP 12.3 Private Sector
- DIP 12.4 Civil Societies and Churches
- DIP 12.5 National Volunteer Services

Unlike the NACS which provides a general guide for the development of anti-corruption strategies, the MTDP IV provides a more detailed outline of key result areas, the amount of government funding to be made available for implementation for the duration of the MTDP IV cycle (including funding sources), key performance indicators, and detailed strategies for the achievement of specific development indicators.

Similar to the NACS, the MTDP IV provides an excellent reference for GoPNG's current governance reform priorities, including a much more detailed insight into the resources that are being allocated to ensure their achievement.

2. NATIONAL ACTION PLAN PROCESS:

The National Action Plan 2022-2024 is the 2nd PNG's OGP Action Plan with six Cluster Commitments and 17 commitments to be delivered within the two-year period (March 2022 - March 2024). The Cluster Commitments complement the key policy priorities of the Government.

Implementation of the PNG OGP is led by the National Steering Committee, and Co-Chaired by the Department of National Planning & Monitoring and Transparency International PNG. The PNG OGP National Steering Committee is made up of heads of key agencies responsible for the NAP 2 commitments and is coordinated via quarterly meetings each year. The main functions of the National Steering Committee are to monitor and drive the implementation of the PNG OGP National Action Plan, help develop the next PNG OGP National Action Plan, and raise awareness about OGP in PNG.

The work of the PNG OGP in NAP 2 was facilitated through the cooperation of the following member agencies:

National Government:

- Department of Prime Minister & National Executive Council
- Department of National Planning and Monitoring
- Department of Justice and Attorney General
- Department of Finance
- Department of Treasury
- Department of Provincial and Local Level Government Affairs
- Department of Personnel Management
- Department of Information and Communication Technology
- Department for Community Development and Religion
- Department of Implementation and Rural Development
- Department of Education
- Department of Foreign Affairs
- Auditor General's Office
- Constitutional Law Reform Commission
- PNG Civil and Identity Registry
- PNG EITI Secretariat
- National Information & Communications Technology Authority
- National Economic and Fiscal Commission
- National Youth Development Authority
- Internal Revenue Commission
- Bank of Papua New Guinea
- National Statistics Office
- Electoral Commission of Papua New Guinea
- Royal Constabulary of Papua New Guinea
- Ombudsmen Commission of Papua New Guinea
- Independent Commission Against Corruption
- National Library and Archives
- National Procurement Commission
- National Judiciary of Papua New Guinea
- Department of Petroleum
- Department of Mining and Geohazards

Sub National Government:

- Wau Waria District of Morobe Province

Institutions:

- University of Papua New Guinea

Civil Societies:

- Transparency International PNG
- Institute of National Affairs
- Consultative Implementation and Monitoring Council
- Center for Environment Law and Community Rights
- Voice Inc. of Papua New Guinea

3. IRM RECOMMENDATIONS:

While not all IRM report recommendations from the NAP 1 review were implemented in the NAP 2 cycle, most of these recommendations were implemented to improve the process of NAP drafting and implementation. Especially in consideration of broader CSO engagement and representation in the development and implementation of the NAP 2.

No.	Recommendation:	Adopted:
1	Ensure the involvement of government agencies and representatives with relevant decision-making powers at both commitment design and implementation stages and allocate sufficient resources and staffing to support a more effective implementation process.	Yes
2	Broaden CSO engagement in the action plan. Ensure that those beyond the National Steering Committee have opportunities to participate in the ongoing process. Engage networks representing more diverse groups across Papua New Guinea and incorporate input from other national consultative processes into considerations on the OGP plan.	Yes
3	Include a public comment period with full consideration of proposals and provision of reasoned responses. The government should document contributions from stakeholders and report back on how their contributions were considered while developing the action plan.	Yes
4	Prioritize commitments on fiscal transparency, such as dialogue with citizens at central and local government levels, a citizen's budget, and other steps initially planned in the first action plan's Commitments 5 and 6. This should address OGP Core Eligibility Criteria.	Yes
5	Publish a repository and meeting minutes, provide public updates on progress under the action plan, and launch a national OGP website backed up with a feature to allow the public to comment on action plan progress updates.	Yes

5. IMPLEMENTATION OF NATIONAL ACTION PLAN COMMITMENTS:

The PNG OGP NAP 2 established sixteen (16) commitments in 2022. These commitments were further grouped under six (6) clusters to enable better coordination and collaboration of participating OGP member organizations. The 16 commitments under NAP 2 are as follows:

Cluster 1: Public Participation

- **Commitment 1:** Youth Participation in Decision-Making
- **Commitment 2:** GoPNG-CSO Partnership Policy
- **Commitment 3:** A Voice Mechanism for Informal Economy in Papua New Guinea
- **Commitment 4:** Citizen Engagement in Budget Planning

Cluster 2: Government Integrity

- **Commitment 1:** Timely Production and Publication of Annual Audit Reports

Cluster 3: Freedom of Information

- **Commitment 1:** Access to Information Legislation
- **Commitment 2:** National E-Government Portal
- **Commitment 3(a):** Digital Government Legislation and Strategy
- **Commitment 3(b):** E-Government Policy

Cluster 4: Fiscal Transparency

- **Commitment 1:** Monitoring and Reporting on the Budget Expenditure
- **Commitment 2:** Timely Publication of Fiscal Information
- **Commitment 3:** Rollout of Integrated Financial Management System
- **Commitment 4:** Publication of Warrants and Cash Remittance to Subnational

Cluster 5: Extractive Industries Transparency

- **Commitment 1:** Establishment of EITI Commission
- **Commitment 2:** Enactment of EITI Reporting Legislation
- **Commitment 3:** Annual Production and Publication of EITI Reports

Cluster 6: Open Data

- **Commitment 1:** National Identity Document (NID) Rollout

The following section provides a progressive update on the completion of the 16 commitments established under the PNG OGP NAP 2. Most of the data presented in this section was collected during the NAP 2 review workshop and is therefore accurate as of 12th November 2024. Although the main aim of the NAP 2 review workshop was to record progressive updates on the 16 PNG OGP commitments, the workshop also reviewed the structure of each commitment and explored the barriers that impeded implementation, as well as any enablers that were encountered.

To simplify the process of NAP review, this report employs two metrics that provide readers with a quick overview of NAP 2 implementation in each cluster. These are:

The Cluster S.M.A.R.T. Score - gives an average score for all commitments under each cluster out of a total score of five (5), where each commitment receives one point if it meets each of the following criteria and zero points if it does not.

- Is this commitment **Specific**? (Is it clear? Is it easy to identify a starting point for implementation?)
- Is this commitment **Measurable**? (Can it be tracked? Can we measure progress towards its achievement?)
- Is this commitment **Actionable**? (Are all the steps to achieving it within our control?)
- Is this commitment **Relevant**? (Is it worthwhile? Does it address a real issue? Is it realistic?)
- Is this commitment **Time-Bound**? (Does it establish a clear timeframe for implementation?)

The Cluster Completion Score - gives an average score for each cluster based on the completion status of all milestones under each commitment. Scores are given out of a total score of 5, based on the average score for each cluster according to the following categories of completion:

- **Not Started** = 0 points
- **Limited** = 1 point
- **Substantial** = 2 points
- **Completed** = 3 points

To future NAPs, this section also outlines significant barriers/challenges that were encountered in the implementation of each NAP 2 cluster, as well as enabling conditions/factors that assisted progress in each cluster. Including tables with a summary of the progress on milestones under each commitment.

5.1 Cluster 1: Public Participation

Cluster S.M.A.R.T. Score: 2.5 out of 5

Cluster Completion Score: 1.33 out of 3

Key Results:

- Regional Validation Workshops of the Draft Informal Economy Voice Strategy completed.
- The Voice Mechanism has been incorporated into the National Informal Economy Policy
- The National Informal Economy Policy has undergone the final external stakeholders' validation workshop (awaiting NEC Submission).
- CIMC had signed an MoU with the Wau Waria District to implement social accountability programs such as a Budget Tracking initiative, citizen charters, and citizen scorecards for people in the Wau Waria District to evaluate how SIP funds were/are utilized in the district.

Barriers/Challenges:

- The decentralized system of government is not working, creating parallel structures, resulting in misalignment in policy at the national level and misalignment of resource allocation at the local and provincial levels (**Commitment 1: Youth Participation in Decision-Making**).
- Inconsistent commitment of resources by different stakeholders involved in PECs
- Some risks of implementing **Commitment 2: GoPNG-CSO Partnership Policy** include:
 - Probability of Maladministration
 - Grants recipients benefiting from both CSOs and Church-State Partnership Grants Disbursements (duplication)

Enablers:

- Good leadership at the DDA level. All MPs working collaboratively with the National Youth Development Agency.
- Stronger CSO voice with support from development partners, in alignment with MTDP IV - SPA 12.

Cluster-Specific Recommendations:

- Establish stronger commitments or reframe existing commitments in a way that meets the requirements of the S.M.A.R.T. framework.
- Legislative reform for National Youth Development Authority Representatives to be embedded into the District Development Authority Board of Directors and Provincial Executive Council assemblies (**Commitment 1: Youth Participation in Decision-Making**).
- Implementation must be brought down to the provincial and district level (**Commitment 4: Citizen Engagement in Budget Planning**).
- Revisit the grant guidelines to ensure these risks of disbursement duplication are addressed before the policy goes through the NEC Submission (**Commitment 2: GoPNG-CSO Partnership Policy**).

5.1.1 COMMITMENT 1: Youth Participation in Decision-Making and Service Delivery

Recent statistics indicate that young people under 25 make up about 60 percent of the PNG population, equating to about 7.3 million inhabitants²⁸. The lack of youth involvement in GoPNG functions and decision-making processes has resulted in a waning national civic identity and growing delinquency among one of PNG’s largest demographics.

This commitment seeks to embed youth councils into the existing sub-national government structures (Provincial, District, and Local-Level Government) as platforms to increase the civic agency of PNG youth, and proportionately their understanding and ownership of GoPNG infrastructure, democratic functions, and service-delivery mechanisms. This commitment addresses the grand OGP challenges of **creating safer communities** and **increasing public integrity** while advancing the OGP values of **civic participation** and **public accountability**.

LEAD IMPLEMENTING AGENCY:	National Youth Development Authority	
NAME OF RESPONSIBLE OFFICER:	Mr. Joe Itaki	
TITLE & DEPARTMENT:	Director General - National Youth Commission	
PHONE NUMBER:	(+675) 323 1228	EMAIL: joe.itaki@nyda.gov.pg
OTHER ACTORS INVOLVED:	Government:	Department of Community Development and Religion (DCDR), Manus Provincial Government, West New Britain Provincial Government, Department of National Planning and Monitoring (DNPM), Department of Justice and Attorney General (DJAG), Constitutional and Law Reform Commission (CLRC).
	Non-government:	Consultative Implementation & Monitoring Council (CIMC), Institute of National Affairs (INA), PNG Youth Coalition (PNGYC), The Voice Inc, Restless Development (Nepal), Youth for Asia, and Asian Development Bank (ADB).
STATUS:	Limited	
ACTUAL OUTCOMES:	N/A. None of the milestones have been achieved.	

MILESTONE:	STATUS:
PHASE 1: PREPARATIONS & GROUNDWORK FOR YOUTH COUNCIL ESTABLISHMENT	
1.1 Establishment of formal communication to authorities (DAs, PAs & MPs)	Substantial
1.2 Consultation and Scoping	Limited
1.3 Youth Mobilization	Limited
PHASE 2: SETUP OF LOCAL, DISTRICT, & PROVINCIAL YOUTH DEVELOPMENT COUNCILS	
2.1 Youth Council Formation	Limited
2.2 Induction of Executives	Limited
2.3 Youth Leadership Capacity Building	Limited
2.4 Youth Skills Training	Limited

PHASE 3: MONITORING & EVALUATION SUCCESSION PLAN	
3.1 Review and Evaluate Pilot Project	Not Started
3.2 Compilation and Publishing of the Report	Not Started
3.3 Development and Launch of Toolkit	Not Started
3.4 Partnership and Stakeholder Dialogue for Replication of Project in Other 19 Provinces	Limited

5.1.2 COMMITMENT 2: GoPNG-CSO Partnership Policy

PNG civil society is formed by a diverse tapestry of non-governmental organizations (NGOs) involved in all sectors of national development, notably education, health, the environment, governance, social issues, etc. Over the years, CSOs have been instrumental in advocating issues that affect PNG communities and harnessing donor funding to address these issues. Furthermore, in the case of churches, they have also been fundamental to extending basic services like health and education to communities that are underserved (and in some cases unreached) by the PNG public service mechanism.

This commitment aims to develop a policy framework to facilitate more productive partnerships between GoPNG and the Civil Society Sector, activating mechanisms for better dialogue, consultation, and coordinating action to enhance public service delivery. This commitment addresses the grand OGP challenge of **improving public services** while advancing the OGP value of **civic participation**.

LEAD IMPLEMENTING AGENCY:	Department for Community Development and Religion		
NAME OF RESPONSIBLE OFFICER:	Mr. Jerry Ubase		
TITLE & DEPARTMENT:	Secretary - Department for Community Development and Religion		
PHONE NUMBER:	(+675) 325 1020/0118	EMAIL:	enquiries@dfcdr.gov.pg
OTHER ACTORS INVOLVED:	Government:	DNPM	
	Non-government:	CIMC, Transparency International PNG (TIPNG)	
STATUS:	Limited		
ACTUAL OUTCOMES:	N/A. None of the milestones have been achieved.		

MILESTONE:	STATUS:
PHASE 1: FAST-TRACK THE STATE OF CSO PARTNERSHIP POLICY ENDORSEMENT BY THE GOVERNMENT	
1.1 Meeting with the Department for Community Development and Religion	Substantial
1.2 Final Validation Workshop	Substantial
1.3 CCAC and NEC Submissions	Substantial
1.4 Policy Endorsed by NEC	Not Started
1.5 Policy Launched	Not Started
1.6 Implementation of the Policy	Not Started

5.1.3 COMMITMENT 3: A Voice Mechanism for Informal Economy in Papua New Guinea

Statistics show that informal economic activities are the primary source of income for more than 80% of the PNG population²⁹. Despite contributing significantly to the national GDP, by and large, the informal sector has been marginalized by the government.

This commitment aims to create a government-recognized platform to represent the voice of PNG informal participants. It also aims to identify relevant policy gaps and advocate reform to support and strengthen the creation and implementation of the voice mechanism Strategy. As well as to create, maintain, and coordinate informal economy associations and networks across the country for effective capacity building, coordination, and meaningful participation.

This commitment addresses the grand OGP challenge of **improving public services** while advancing the OGP value of **civic participation**.

LEAD IMPLEMENTING AGENCY:	Department for Community Development and Religion		
NAME OF RESPONSIBLE OFFICER:	Mr. Jerry Ubase		
TITLE & DEPARTMENT:	Secretary - Department for Community Development and Religion		
PHONE NUMBER:	(+675) 325 1020/0118	EMAIL:	enquiries@dfcdr.gov.pg
OTHER ACTORS INVOLVED:	Government:	DNPM, NYDA, National Capital District Commission (NCDC), SME Corporation, Department of Commerce and Industry, City and Town Authorities, Department of Provincial and Local-Level Government Affairs (DPLLGA), Provincial and District Administrations	
	Non-government:	CIMC, INA, NYC, Women's Groups, Churches	
STATUS:	Limited		
ACTUAL OUTCOMES:	Four (4) regional validation workshops conducted		

MILESTONE:	STATUS:
PHASE 1: VALIDATION AND AWARENESS	
1.1 Strategic Partners and Voice Mechanism Sub-Committee Meeting	Substantial
1.2 Regional Validation Workshops of the Draft Informal Economy Voice Strategy	Completed
1.3 Policy Submission to CCAC and NEC	Not Started
PHASE 2: PILOTING THE INFORMAL ECONOMY VOICE STRATEGY	
2.1 Signing of the MOUs between lead agencies and the provincial governments	Limited
2.2 Present Draft Pilot Project Implementation Report to 5 Pilot Provinces or Towns for Validation.	Not Started
2.3 Final Pilot Project Implementation Report	Not Started
2.4 Informal Economy Capacity Development Strategy Produced and Launched	Not Started
2.5 Informal Economy Capacity Development Strategy Rollout	Not Started
2.6 Set Up 2 Dialogue Platforms in 5 Pilot Provinces	Not Started

5.1.4 COMMITMENT 4: Citizen Engagement in Budget and Planning

Despite being a critical government function determining how PNG’s limited resources are allocated and spent, the national budget remains a mystery to most Papua New Guineans. The six to seven volumes of the National Budget published at the beginning of every fiscal year (not counting the Appropriation and Tax Bills), with thousands of pages of economic and financial jargon, can be quite overwhelming for most people.

Moreover, the process itself is insulated from regular PNG citizens. 2023 results from the Open Budget Survey indicate that there are zero opportunities for public participation across the four stages of the GoPNG budget process (i.e., Formulation, Approval, Implementation, and Audit)³⁰. This is further aggravated by the absence of a citizen budget or any other simplified version of the national budget that is more digestible and easier to understand.

This commitment aims to create opportunities for public participation in the national budget process by facilitating a roundtable meeting between the economic agencies, CSOs, and Private sector organizations and conducting budget interpretation workshops in three provinces. This commitment addresses the grand OGP challenges of **increasing public integrity** and **effectively managing public resources** while advancing the OGP values of **civic participation** and **public accountability**.

LEAD IMPLEMENTING AGENCY:	Department of Treasury (Recurrent Budget) & Department of National Planning and Monitoring (Capital Investment/Development Budget)	
NAME OF RESPONSIBLE OFFICER:	Mr. Daire Vele Mr. Koney Samuel	
TITLE & DEPARTMENT:	Secretary - Department of Treasury Secretary - Department of National Planning and Monitoring	
PHONE NUMBER:	(+675) 312 8817 or 321 881	EMAIL: enquiries@treasury.gov.pg or koney_samuel@planning.gov.pg
OTHER ACTORS INVOLVED:	Government:	Department of Finance (DoF), Department of Implementation and Rural Development (DIRD), National Economic and Fiscal Commission (NEFC)
	Non-government:	CIMC, INA, others
STATUS:	Limited	
ACTUAL OUTCOMES:	N/A. None of the milestones were completed.	

MILESTONE:	STATUS:
PHASE 1: Round Table Budget Meeting	
1.1 CSO and Private Sector Meeting	Substantial
1.2 Round Table Budget Meeting	Substantial
1.3 Budget Interpretation Workshop and Training	Substantial
1.4 Citizen Reporting on Budget Implementation	Not Started
1.5 Host the National State and CSO Roundtable Forum	Substantial

5.2 Cluster 2: Government Integrity

Cluster S.M.A.R.T. Score: 3 out of 5

Cluster Completion Score: 0.38 out of 3

Key Results:

AGO Report Part I: Public Accounts

- ✓ 2019 Report was completed and submitted to parliament in 2024
- 2020 Report is in progress and the audit is underway
- Draft financial statements for the 2021, 2022, and 2023 audit cycles for Public Accounts were submitted to AGO but were rejected and sent back to the Department of Finance as they contained a lot of errors.

AGO Report Part II: National Departments and Statutory Bodies

- ✓ The 2017 report was submitted to Parliament in March 2023
- 2018 and 2019 Audits Completed and Reports are in progress
- 2020 and 2021 Audits have been completed

AGO Report Part III: Provincial and Sub-National Governments

- ✓ The 2022 Report was submitted to Parliament
- 2023 audits completed and report preparation in progress

AGO Report Part IV: Public Bodies and Government-Owned Companies

- 2023 audits completed and report preparation in progress

Barriers/Challenges:

- Many Chief Executive Officers do not pay sufficient attention to financial management within their entities.
- lack of sufficient funding
- A lot of audit issues were discovered at the sub-national level
- Lack of enforcement & legislated sanctions for entities that do not submit financial statements for audit.

Enablers:

- Partnership with the Constitutional and Law Reform Commission on law reform work plan.

Cluster-Specific Recommendations:

- There needs to be more rigorous enforcement of the provisions of Section 63 of the PFMA.
- A legislative requirement must be established to make the renewal of contracts of COEs subject to submission of financial statements, implementation, and maintenance of prudent financial management.

- More and better-quality training for finance officers within public agencies to ensure compliance with finance manuals, the International Financial Reporting Standards, and the International Accounting Standards.

5.2.1 COMMITMENT 1: Timely Production and Publication of Annual Audit Reports

The PNG Constitution, The Audit Act 1989, and the Public Finance (Management) Act establish the authority of the PNG Auditor General to inspect, audit, and report to the Parliament on any accounts, finances, or property of a body, in so far as they relate to, or consist of, or are derived from public money or property of the Independent State of PNG. Intermittently, the Office of the Auditor General has published the annual audit report in four (4) parts (i.e., **Part I:** Public Accounts, **Part II:** Government Departments, **Part III:** Provincial & Local-Level Governments, **Part IV:** Public Bodies & National Government-Owned Companies). However, for the last couple of years, audit reports have not been produced as required due to agencies failing to submit their financial statements on time. As a result, billions of Kina in public funds have not been audited and reported.

This commitment aims to ensure the production and timely publication of the audit report by ensuring the submission of financial statements, reviewing the Audit Act, and proposing amendments to strengthen the audit process and enforcement of non-compliant entities. This commitment addresses the grand OGP challenges of **increasing public integrity** and **effectively managing public resources** while advancing the OGP values of **civic participation** and **public accountability**.

LEAD IMPLEMENTING AGENCY:	Office of the Auditor General		
NAME OF RESPONSIBLE OFFICER:	Mr. Gordon Kega		
TITLE & DEPARTMENT:	PNG Auditor General		
PHONE NUMBER:	(+675) 301 2200	EMAIL:	agopng@ago.gov.pg
OTHER ACTORS INVOLVED:	Government:	DoF, DJAG, DNPM, DPLGA, DIRD, NEFC, Parliamentary Audit Committee	
	Non-government:	INA, CIMC, Centre for Environmental Law and Community Rights (CElCoR)	
STATUS:	Limited		
ACTUAL OUTCOMES:	AGO Reports Part I 2019, Part II 2017, Part II 2022, and Part IV 2022 were all submitted to Parliament.		

MILESTONE:	STATUS:
PHASE 1: RELEASE OF FINANCIAL STATEMENTS AND PRODUCTION OF ANNUAL AUDIT REPORT	
1.1 Financial Statements	Limited
1.2 Audit Report	Limited
1.3 Audit Report Accessed by Parliamentary Audit Committee	Limited
1.4 Audit Report Tabled by Parliament	Limited
1.5 Publication of Audit Report	Limited
PHASE 2: REVIEW OF THE AUDIT ACT 1989	
2.1 The Review Committee	Not Started
2.2 Terms of Reference, Work Plan, and Cashflow	Not Started
2.3 Review Committee Meetings	Not Started
2.4 Consultations and Workshops on the Draft	Not Started
2.5 Certificate of Necessity	Not Started
2.6 NEC Endorsement	Not Started
2.7 Certificate of Compliance	Not Started
2.8 Enactment of the Legislation	Not Started

5.3 Cluster 3: Freedom of Information

Cluster S.M.A.R.T. Score: 4.33 out of 5

Cluster Completion Score: 2 out of 3 (Substantial)

Key Results:

- ✓ Access to Information Committee Established with Terms of Reference, Workplan, and Cashflow
- ✓ E-police clearance was launched in 2024
- ✓ National Data Center/Government Cloud Launched in September 2024
- ✓ Draft Digital Government Bill Finalized
- ✓ Four Regional Consultation Workshops on the Digital Government Bill Completed
- ✓ National Consultation Workshop on the Digital Government Bill Completed
- ✓ Digital Government Bill Endorsed by the National Executive Council
- ✓ The First Legislative Council issued a Certificate of Compliance for the Digital Government Bill
- ✓ The PNG e-Government Policy was finalized and launched

Barriers/Challenges:

- Lacking Coordination among agencies
- Data security concerns
- Slow onboarding of government agencies (**Commitment 2: National E-Government Portal**)
- Lack of awareness of the Digital Government Act (**Commitment 2: National E-Government Portal**)
- Limited ICT capacity of some government agencies
-

Enablers:

- Available support
- MTDP IV - SPA 8
- Digital Government Act 2022
- Digital Government Plan 2023-2029
- Appointment of Digital Transformation Officers for each government agency (**Commitment 2: National E-Government Portal**)

Cluster-Specific Recommendations:

- Consider endorsing the Right to Information Policy in the next NAP
- Clearly identify the lead agency and supporting partners in the next NAP to ensure ownership of commitments.
- More awareness by the Department of Information and Communications Technology on public data, security, confidential data, etc.
- Commitment 1 should be brought forward to NAP 3.

5.3.1 COMMITMENT 1: Access to Information Legislation

While citizen access to information is guaranteed by The PNG Constitution, there is no policy or legislation in place that requires government agencies (as the primary custodians of official public information) to share this information with the public. This commitment aims to build a legislative framework to enhance the flow of public information and enable greater participation of citizens in the management of public affairs. This commitment addresses the grand OGP challenge of **increasing public integrity** while advancing the OGP values of **transparency, civic participation, and public accountability**.

LEAD IMPLEMENTING AGENCY:	Department of Information and Communication Technology (DICT)		
NAME OF RESPONSIBLE OFFICER:	Mr. Steven Matainaho		
TITLE & DEPARTMENT:	Secretary - DICT		
PHONE NUMBER:	(+675) 325 0412	EMAIL:	steven.matainaho@ict.gov.pg
OTHER ACTORS INVOLVED:	Government:	Department of Prime Minister and National Executive Council (DPMNEC), CLRC, National Information and Communication Technology Authority (NICTA), DJAG, Office of Civil and Identity Registry (CIR)	
	Non-government:	TIPNG, CELCoR, PNG Media Council	
STATUS:	Limited		
ACTUAL OUTCOMES:	Access to Information Legislation Drafting Committee Established		

MILESTONE:	STATUS:
PHASE 1: DRAFTING THE LEGISLATION	
1.1 Establish a Drafting Committee with Terms of Reference, Work Plan, and Cashflow	Completed
1.2 Drafting Committee Meetings	Substantial
1.3 Drafting and Workshops	Not Started
1.4 Draft Bill	Limited
PHASE 2: NATIONAL AND REGIONAL CONSULTATIONS	
2.1 Four Regional Consultations	Not Started
2.2 National Consultation	Not Started
2.3 Consultation Report	Not Started
PHASE 3: LEGAL ADMINISTRATIVE PROCESS	
3.1 Draft Instruction, NEC Submission, and Explanatory Note	Not Started
3.2 Certificate of Necessity	Not Started
3.3 NEC Endorsement	Not Started
3.4 Certificate of Compliance	Not Started
3.5 Enactment of Access to Information Bill into law	Not Started

5.3.2 COMMITMENT 2: National E-Government Portal

While many government agencies and statutory bodies are required to collect data as part of their mandated responsibilities, these databases are currently managed separately by the individual public bodies. This commitment aims to develop a single point of access to government data and services for citizens. This Central Government Data Repository System will store, process, and facilitate the flow of government data and information and improve public access. This commitment addresses the grand OGP challenge of **increasing public integrity** while advancing the OGP values of **transparency, civic participation, public accountability, and technology for openness and accountability**.

LEAD IMPLEMENTING AGENCY:	Department of Information and Communication Technology		
NAME OF RESPONSIBLE OFFICER:	Mr. Steven Matainaho		
TITLE & DEPARTMENT:	Secretary - DICT		
PHONE NUMBER:	(+675) 325 0412	EMAIL:	steven.matainaho@ict.gov.pg
OTHER ACTORS INVOLVED:	Government:	National Statistical Office (NSO), DNPM, DPLLGA, Department of Personnel Management (DPM), DIRD, Department of Labor and Industrial Relations (DLIR), National Department of Health (NDoH), National Department of Education (NDoE), Department of Transport, DJAG, Department of Police, Bank of PNG, DoT, Telkom PNG, PNG DataCo, NICTA, CIR	
	Non-government:	CIMC, Media Council of PNG	
STATUS:	Substantial		
ACTUAL OUTCOMES:	National Data Center/Government Cloud launched		

MILESTONE:	STATUS:
PHASE 1: ESTABLISHMENT OF THE NATIONAL GOVERNMENT-MANDATED PLATFORM (NGMP)	
1.1 Concept Paper	Completed
1.2 Terms of Reference and Workplan for the Consultant	Completed
1.3 Advertisement for the Consultant	Completed
1.4 Research and Information Conceptualization	Completed
1.5 Workshops and Meetings	Completed
1.6 Launching of the National Data Center/Government Cloud	Completed
PHASE 2: ESTABLISH CENTRAL GOVERNMENT DATA REPOSITORY SYSTEM SUBSET TO NGMP (ALIGNMENT)	
2.1 Alignment Workshops and Meetings	Substantial
2.2 Agency Database	Limited
2.3 Awareness	Substantial
PHASE 3: ESTABLISHMENT OF A SECURE DATA EXCHANGE PLATFORM SUBSET TO THE NGMP	
3.1 Onboarding of the Departments/Agencies Meetings	Substantial
3.2 Alignment Workshops and Meetings	Completed
3.3 Awareness	Substantial

5.3.3 COMMITMENT 3(a): Digital Government Legislation and Strategy

This commitment aims to develop a legislative framework to enable and regulate the digitization of government processes and databases. Including how this data can be made available to the public to improve citizen engagement and participation in critical government decisions and actions. This commitment addresses the grand OGP challenge of **increasing public integrity** while advancing the OGP values of **transparency, civic participation, public accountability, and technology for openness and accountability**.

LEAD IMPLEMENTING AGENCY:	Department of Information and Communication Technology		
NAME OF RESPONSIBLE OFFICER:	Mr. Steven Matainaho		
TITLE & DEPARTMENT:	Secretary - DICT		
PHONE NUMBER:	(+675) 325 0412	EMAIL:	steven.matainaho@ict.gov.pg
OTHER ACTORS INVOLVED:	Government:	DJAG, NICTA, NSO, CIR	
	Non-government:	INA, CIMC, TIPNG, CELCoR	
STATUS:	Completed		
ACTUAL OUTCOMES:	Draft Bill Finalized Consultations Completed First Legislative Council issued Certificate of Compliance		

MILESTONE:	STATUS:
PHASE 1: DRAFTING THE LEGISLATION	
1.1 Establish a Drafting Committee with Terms of Reference, Workplan, and Cashflow	Completed
1.2 Drafting Committee Meetings	Completed
1.3 Drafting and Workshops	Completed
1.4 Draft Bill	Completed
PHASE 2: NATIONAL AND REGIONAL CONSULTATION	
2.1 Four Regional Consultations	Completed
2.2 National Consultations	Completed
2.3 Consultation Report	Completed
PHASE 3: LEGAL ADMINISTRATIVE PROCESS	
3.1 Drafting Instruction, NEC Submission, and Explanatory Note	Completed
3.2 Certificate of Necessity	Completed
3.3 NEC Endorsement	Completed
3.4 Certificate of Compliance	Completed

5.3.4 COMMITMENT 3(b): E-Government Policy

Many government systems are still reliant on physical, paper-based databases and filing. As a result, information dissemination, accountability and transparency, and citizen participation in domestic institutions and processes continue to be major issues.

This commitment aims to develop a policy platform that will coordinate the delivery of legislation, strategies, and programs to enhance the digital transformation of PNG government systems by optimizing service delivery and providing universal access to government information and services via a digital medium. This commitment addresses the grand OGP challenges of **improving public services** and **increasing public integrity** while advancing the OGP values of **transparency, civic participation, public accountability, and technology for openness and accountability**.

LEAD IMPLEMENTING AGENCY:	Department of Information and Communication Technology		
NAME OF RESPONSIBLE OFFICER:	Mr. Steven Matainaho		
TITLE & DEPARTMENT:	Secretary - DICT		
PHONE NUMBER:	(+675) 325 0412	EMAIL:	steven.matainaho@ict.gov.pg
OTHER ACTORS INVOLVED:	Government:	DNPM, NSO, CIR, NICTA, PNG DataCo	
	Non-government:	Oxfam, CIMC, TIPNG, CELCoR	
STATUS:	Completed		
ACTUAL OUTCOMES:	E-Government Policy finalized and launched		

MILESTONE:	STATUS:
PHASE 1: PREPARATION FOR THE FORMULATING OF THE E-GOVERNMENT POLICY	
1.1 E-Government Policy Committee	Completed
1.2 Committee Meetings	Completed
1.3 Draft E-Government Policy	Completed
1.4 Regional and National Consultations	Completed
1.5 Finalized E-Government Policy	Completed
1.6 CACC and NEC Submissions	Completed
1.7 CACC Endorsement	Completed
1.8 NEC Endorsement	Completed
1.9 E-Government Policy Launched	Completed
1.10 Awareness and Implementation	Completed

5.4 Cluster 4: Fiscal Transparency

Cluster S.M.A.R.T. Score: 4 out of 5

Cluster Completion Score: 2.2 out of 3

Key Results:

- ✓ Letters sent out to agencies to submit their budget implementation reports on a quarterly basis.
- ✓ PNG Cost of Service Study Published
- ✓ Budget Fiscal Report Published
- ✓ Inter-agency IFMS Rollout Committee Established
- ✓ Annual Budget Fiscal Reports Published
- ✓ Provincial Revenue Reports Published
- ✓ Warrant Release Schedules Published

Barriers/Challenges:

- Improper expenditure and reporting legitimate process (**Commitment 1: Monitoring & Reporting on the Budget Implementation**)
- Website outdated (**Commitment 2: Provision of Accurate, Timely and Accessible Fiscal Data**).
- Staff capacity (**Commitment 3: Rollout of IFMS**).
- Training and technical issues in terms of ICT infrastructure (**Commitment 3: Rollout of IFMS**)

Enablers:

- Improved expenditure framework and its reporting process.
- Website improvement (**Commitment 2: Provision of Accurate, Timely and Accessible Fiscal Data**)
- There should be more awareness in media outlets (**Commitment 2: Provision of Accurate, Timely and Accessible Fiscal Data**)
- Funding
- Upgraded ICT infrastructure
- Training
- Constitutional Requirement
- Leadership culture
- Capacity building

Cluster-Specific Recommendations:

- Establish proper budget expenditure
- More capacity building, training, and upgrading of ICT infrastructure
- Commitments 1 & 3 should be brought forward to NAP 3

5.4.1 COMMITMENT 1: Monitoring and Reporting on the Budget Expenditure

Successive national budget audit reports have reported that GoPNG has very low transparency and little accountability on how the billions of Kina in the national budget are spent every year. This includes the obligation to report on these expenditures, which while being a legal requirement for all public agencies, statutory bodies, and government-owned entities, is not supported by any enforceable sanctions for non-compliance.

This commitment aims to develop a Planning and Monitoring Responsibility Act to improve transparency and accountability in the budget implementation and reporting process. This commitment addresses the grand OGP challenges of **improving public services, increasing public integrity, and effectively managing public resources** while advancing the OGP values of **transparency, civic participation, public accountability, and technology for openness and accountability.**

LEAD IMPLEMENTING AGENCY:	Department of National Planning and Monitoring		
NAME OF RESPONSIBLE OFFICER:	Mr. Koney Samuel		
TITLE & DEPARTMENT:	Secretary - DNPM		
PHONE NUMBER:	(+675) 308 4093	EMAIL:	koney-samuel@planning.gov.pg
OTHER ACTORS INVOLVED:	Government:	DoF, DoT, DIRD, NEFC, Internal Revenue Commission (IRC)	
	Non-government:	INA, TIPNG, CIMC	
STATUS:	Limited		
ACTUAL OUTCOMES:	Demand letters sent out to agencies for reporting		

MILESTONE:	STATUS:
PHASE 1: ENACTMENT OF PLANNING AND MONITORING RESPONSIBILITY ACT	
1.1 Certificate of Necessity	Not Started
1.2 NEC Policy Submission	Not Started
1.3 Certificate of Compliance	Not Started
1.4 Enactment of the Bill to Law	Not Started
1.5 Awareness	Not Started
PHASE 2: REPORTING AND PUBLICATION	
2.1 Demand Letter Sent for Reporting	Substantial
2.2 Publication of Reports	Limited
2.3 Investigations	Limited
2.4 Imposition of Penalties	Not Started

5.4.2 COMMITMENT 2: Timely Publication of Fiscal Information

The Government through the Department of Treasury is responsible for publishing fiscal information such as the Mid-Year Economic and Fiscal Outlook, the Final Budget Outcome, etc., every year and making this information available to the public. However, this information is sometimes published late due to delays by responsible agencies in submitting the necessary data to the DoT. The latency of publication of this information is a major issue as, with significant delays, the data is obsolete by the time it is published. Therefore, dramatically reducing its usefulness and impact on critical decisions.

This commitment aims to ensure that this information is procured, processed, and made available to the public in a timely manner. To enhance public visibility and government accountability in the budget formulation and implementation process. This commitment addresses the grand OGP challenges of **increasing public integrity** and **effectively managing public resources** while advancing the OGP values of **transparency, civic participation, and public accountability**.

LEAD IMPLEMENTING AGENCY:	Department of Treasury		
NAME OF RESPONSIBLE OFFICER:	Mr. Daire Vele		
TITLE & DEPARTMENT:	Secretary - DoT		
PHONE NUMBER:	(+675) 312 8817	EMAIL:	enquiries@treasury.gov.pg
OTHER ACTORS INVOLVED:	Government:	DoF, DNPM, IRC, PNG Customs Service, Bank of PNG	
	Non-government:	INA, TIPNG, CIMC, PNG Media Council	
STATUS:	Completed		
ACTUAL OUTCOMES:	Fiscal Information Published		

MILESTONE:	STATUS:
PHASE 1: GENERATING FISCAL INFORMATION	
1.1 Agencies Supply Information to the Department of Treasury	Completed
1.2 Consolidation and Computing of Fiscal Data	Completed
1.3 Publication of Fiscal Information	Completed

5.4.3 COMMITMENT 3: Rollout of the Integrated Financial Management System

The Integrated Financial Management System (IFMS) is a real-time digital financial management, budgeting, and accounting system that budgets and accounts for revenue, grants, expenditure, payment processing, facilitating budgeting, and reporting for governments and other entities. The IFMS was introduced in 1999 to replace the former PNG Government Accounting System (PGAS). However, implementation and integration with the IFMS system across all national and sub-national government bodies has been slow over the last 24 years. This has resulted in many inefficiencies in GoPNG's financial records.

This commitment aims to complete the rollout of the IFMS. Including the installation and integration of the IFMS system across all national and subnational government bodies and the upskilling of all responsible finance officers across the PNG public service. This commitment addresses the grand OGP challenges of **increasing public integrity** and **effectively managing public resources** while advancing the OGP values of **transparency, civic participation, public accountability, and innovation for openness and accountability.**

LEAD IMPLEMENTING AGENCY:	Department of Finance		
NAME OF RESPONSIBLE OFFICER:	Dr. Ken Ngangan, PhD		
TITLE & DEPARTMENT:	Secretary - Department of Finance		
PHONE NUMBER:	(+675) 312 8712	EMAIL:	tom_tiki@finance.gov.pg
OTHER ACTORS INVOLVED:	Government:	NEFC, DoT, DNPM, DIRD, Bank of PNG	
	Non-government:	INA, CIMC	
STATUS:	Substantial		
ACTUAL OUTCOMES:	Established the inter-agency IFMS Rollout Committee		

MILESTONE:	STATUS:
PHASE 1: ROLLOUT INTEGRATED FINANCIAL MANAGEMENT SYSTEM (IFMS) TO DISTRICTS	
1.1 IFMS Rollout Committee	Completed
1.2 Terms of Reference, Work Plan, and Cashflow	Completed
1.3 Meetings and Workshops	Completed
1.4 Rollout of IFMS	Substantial

5.4.4 COMMITMENT 4: Publication of Warrants and Cash Remittance to Subnational

While the lack of funding has been used as an excuse by subnational governments for the lack of development and poor service delivery, greater transparency on the release of funding for capital and recurrent expenses at the provincial and district levels will put citizens in a better position to demand accountability on how these funds are spent.

This commitment aims to ensure the publication of warrants and cash remittances to provinces and districts as and when they happen. This process will enable citizens to have access to actual cash remittances to districts and provinces and hold their leaders accountable. This commitment addresses the grand OGP challenges of **increasing public integrity** and **effectively managing public resources** while advancing the OGP values of **transparency, civic participation, public accountability, and innovation for openness and accountability**.

LEAD IMPLEMENTING AGENCY:	National Economic and Fiscal Commission		
NAME OF RESPONSIBLE OFFICER:	Mr. Patrick Kennedy Painap		
TITLE & DEPARTMENT:	Chairman/CEO - National Economic and Fiscal Commission		
PHONE NUMBER:	(+675) 323 3024	EMAIL:	ppainap@nefc.gov.pg
OTHER ACTORS INVOLVED:	Government:	DoF, DoT, DNPM, DPLLGA, DIRD, DPMNEC, Bank of PNG, National Research Institute (NRI)	
	Non-government:	INA, CIMC	
STATUS:	Substantial		
ACTUAL OUTCOMES:	Annual Budget Fiscal Reports Published Provincial Revenue Reports Published Warrant Release Schedules Published		

MILESTONE:	STATUS:
PHASE 1: REPORTING MECHANISMS	
1.1 Providing Relevant Annual Budget Fiscal Report	Completed
1.2 Providing Annual Expenditure Report	Substantial
1.3 Providing Provincial Revenue Reports	Completed
1.4 Providing Annual Budget Scorecards	Substantial
1.5 Providing the Warrant Release Schedules	Completed

5.5 Cluster 5: Extractive Industries Transparency

Cluster S.M.A.R.T. Score: 2.67 out of 5

Cluster Completion Score: 1 out of 3

Key Results:

- ✓ Draft Corporate Plan finalized and undergoing review
- ✓ PNGEITI draft bill finalized
- ✓ 2023 EITI Annual Report produced in Q1 2024 and submitted for validation

Barriers/Challenges:

- The EITI Commission Bill was not passed/in place when NAP 2 commenced
- Commitments were dependent on buy-in from the EITI/Multi-Stakeholder Group (MSG)
- Dependent on First Legislative Council feedback/review
- Slow response from reporting entities
- Lengthy EITI validation process
- Recruitment Terms of Reference not endorsed by the MSG before advertising
- Commitments were not independently achievable (i.e., **Commitment 2: Enactment of EITI Reporting Legislation** was dependent on **Commitment 1: Establishment of EITI Commission**).

Enablers:

- Political expediency. PNG wants to remain an EITI member.
- Core responsibility of the PNGEITI Secretariat
- All 3 constituents of the MSG want the report

Cluster-Specific Recommendations:

- All parties must agree before drafting the commitment
- Address issues with the draft bill that were raised in the letter from the State Solicitor
- Each commitment must be independently achievable (must not be dependent on other commitments).
- Advance notice must be provided on any changes to the Terms of Reference.
- Create a task force to follow up on report completion by reporting agencies.
- Cluster members recommend not bringing any of the Cluster 5 commitments forward to NAP 3.

5.5.1 COMMITMENT 1: Establishment of Extractive Industries Transparency Initiative Commission

This commitment aims to establish the EITI Commission with defined functions that are independent and unlikely to be influenced politically. This commitment addresses the grand OGP challenges of **increasing public integrity** and **increasing corporate accountability** while advancing the OGP values of **transparency and public accountability**.

LEAD IMPLEMENTING AGENCY:	PNG Extractive Industries Transparency Initiative Secretariat		
NAME OF RESPONSIBLE OFFICER:	Mr. Alkan Lucas		
TITLE & DEPARTMENT:	Head of PNG EITI Secretariat		
PHONE NUMBER:	(+675) 313 3772	EMAIL:	lucasalkan@treasury.gov.pg
OTHER ACTORS INVOLVED:	Government:	DoT, Department of Petroleum and Energy (DPE), Department of Mineral Policy and Geohazards Management (DMPGM), DoF, IRC	
	Non-government:	CIMC, INA, World Bank, PNG Resource Governance Coalition (PNGRGC), PNG Chamber of Mines and Petroleum (PNGCMP)	
STATUS:	Not Started		
ACTUAL OUTCOMES:	None of the milestones were completed.		

MILESTONE:	STATUS:
PHASE 1: CORPORATE PLAN	
1.1 Establish a Committee	Not Started
1.2 Formulation of the Corporate Plan	Limited
1.3 Launch of the Corporate Plan	Not Started
PHASE 2: STAFFING OF THE COMMISSION	
2.1 Restructure	Not Started
2.2 Publication of the Restructure	Not Started
2.3 Recruitment	Not Started
2.4 Capacity Building	Not Started

5.5.2 COMMITMENT 2: Enactment of EITI Reporting Legislation

During the implementation of NAP 1, it was identified that the Extractive Industries Transparency Initiative (EITI) encountered several issues in procuring the necessary financial information from relevant companies and agencies in the PNG extractives sector:

- Agencies being protective over their data, hence not willing to share
- Certain laws limiting the sharing of data
- Difficulty accessing total revenue for respective companies
- Difficult accessing Agreements

This commitment aims to draft EITI legislation that will enhance the effectiveness of reporting from private sectors and state agencies operating in the Extractive Industry. This commitment addresses the grand OGP challenges of increasing public integrity and **corporate accountability** while advancing the OGP values of **transparency** and **public accountability**.

LEAD IMPLEMENTING AGENCY:	PNG Extractive Industries Transparency Initiative Secretariat		
NAME OF RESPONSIBLE OFFICER:	Mr. Alkan Lucas		
TITLE & DEPARTMENT:	Head of PNG EITI Secretariat		
PHONE NUMBER:	(+675) 313 3772	EMAIL:	lucasalkan@treasury.gov.pg
OTHER ACTORS INVOLVED:	Government:	DoT, DNPM, DoF, DPE, DMPGM	
	Non-government:	CIMC, INA, TIPNG, World Bank, PNGRGC	
STATUS:	Not Started		
ACTUAL OUTCOMES:	N/A. None of the Milestones were started		

MILESTONE:	STATUS:
PHASE 1: PREPARATIONS FOR THE DRAFTING OF THE EITI REPORTING LEGISLATION	
1.1 Establish a Drafting Committee	Not Started
1.2 Regular Committee Meetings	Not Started
1.3 Develop Drafting Instructions	Not Started
1.4 Regional and National Consultations	Not Started
1.5 Explanatory Note and Consultation Report	Not Started
1.6 Certificate of Necessity	Not Started
1.7 NEC Submission	Not Started
1.8 Certificate of Compliance	Not Started
1.9 Enactment of EITI Reporting Act	Not Started

5.5.3 COMMITMENT 3: Annual Production and Publication of EITI Reports

This commitment facilitates the annual production of the EITI report on the benefit sharing of proceeds from the extractive sector. The disclosure of the benefits sharing amongst the beneficiaries in the extractive industry has built public and investor confidence, trust, and landowner satisfaction.

This commitment addresses the grand OGP challenges of **increasing public integrity** and **increasing corporate accountability** while advancing the OGP values of **transparency** and **public accountability**.

LEAD IMPLEMENTING AGENCY:	PNG Extractive Industries Transparency Initiative Secretariat		
NAME OF RESPONSIBLE OFFICER:	Mr. Alkan Lucas		
TITLE & DEPARTMENT:	Head of PNG EITI Secretariat		
PHONE NUMBER:	(+675) 313 3772	EMAIL:	lucasalkan@treasury.gov.pg
OTHER ACTORS INVOLVED:	Government:	DoT, DNPM, DoF, DPE, DMPGM	
	Non-government:	CIMC, INA, TIPNG, World Bank, PNGRGC, PNGCMP	
STATUS:	Completed		
ACTUAL OUTCOMES:	EITI Annual Report Published		

MILESTONE:	STATUS:
PHASE 1:	
1.1 Engage a Consultant with Defined Terms of Reference	Completed
1.2 Develop Terms of Reference	Completed
PHASE 2: CONSULTATIONS	
2.1 Workshops and Consultations	Completed
2.2 Draft Report	Completed
2.3 Table Draft Report at the EITI Multi-Stakeholder Group Meeting	Completed
2.4 Final Report	Completed
2.5 Publication	Completed

5.6 Cluster 6: Open Data

Cluster S.M.A.R.T. Score: 2 out of 5

Cluster Completion Score: 1.33 out of 3

Key Results:

- ✓ Built a 40-workstation data processing center in Lae

Barriers/Challenges:

- Limited budget and budget cuts
- High cost of registration, processing, and printing
- Lack of support and political and bureaucratic partnerships (more support from Provincial, District, and Local Level Government).
- System Lock-in when the government engaged Huawei as a third-party vendor
- Slow turnaround time for processing NIDs
- Lack of ownership by citizens and politicians

Enablers:

- Partnerships and collaboration (mostly from corporations)
- System improvement in the:
 - » Civil Identity Registry System
 - » Transition from the old registration kit to the new registration kit (mobile registration)
 - » New NID printing machine procured
 - » Registration process improvement
 - » Introduction of the Civil Identity Registration Bill 2024
 - » Certificate of Compliance and Certificate of Necessity issued by First Legislative Council
 - » NEC Decision on NID rollout reached
 - » NID Rollout listed in the Parliament Notice paper for the 26th November 2024 sitting.

Cluster-Specific Recommendations:

- Improve NID rollout by partnering with National and subnational (provinces and districts) government, citizens, private sector, and development partners.
- Increase the budget for NID rollout
- Improve NID processing and turnaround time
- Improve systems and processes
- Increase/improve partnerships with MOUs
- Improve awareness and advocacy
- Implement CIR Bill 2024
- Digitize the NNID registration process
- Reduce costs

5.6.1 COMMITMENT 1: National Identity Document (NID) Rollout

NID registration was officially commenced in February 2015 after 2014 amendments to the Civil Registration Act established the “Identity Card” (NID) as the official identity document for all Papua New Guinean citizens³¹. This commitment aims to improve the efficiency of the NID rollout by implementing reform in four areas of the NID operation (i.e., Machines, Manpower, Materials, and Methods). This commitment addresses the grand OGP challenge of **improving public services** while advancing the OGP values of **civic participation, transparency, and technology & innovation for openness and accountability**.

LEAD IMPLEMENTING AGENCY:	PNG Civil and Identity Registry		
NAME OF RESPONSIBLE OFFICER:	Mr. Noel Mobiha		
TITLE & DEPARTMENT:	Registrar General - PNGCIR		
PHONE NUMBER:	(+675) 313 3000	EMAIL:	nmbiha@pngcir.gov.pg
OTHER ACTORS INVOLVED:	Government:	DNPM, NSO, DICT, NICTA, CLRC, DJAG, DoF, DoT, DPM, NDoE, NDoH	
	Non-government:	CELCoR, PNG Media Council, Telikom PNG, PNG DataCo, Digicel, Bmobile, Ok Tedi Mining Limited, Church of Latter-Day Saints, Evangelical Lutheran Church of PNG	
STATUS:	Limited		
ACTUAL OUTCOMES:	Completed a 40-workstation data processing center in Lae		

MILESTONE:	STATUS:
PHASE 1: MACHINES	
1.1 Increase NID Registrations from 40,000 per month to 100,000	Limited
1.2 Enable Printing of NID Cards at Regional Offices	Not Started
1.3 Run a Prototype for the First Biometric Voting Using Yangoru District as a Model	Limited
PHASE 2: MANPOWER	
2.1 Knowledge Independence	Limited
2.2 Reduce the Processing Time of NID Registrations to Issuance of NID Cards and Birth Certificates to two weeks	Substantial
PHASE 3: MATERIALS	
3.1 Increase Provincial Fixed Offices from 17 to 22	Limited
3.2 Increase the Number of District Operational Offices	Limited
3.3 Increase Mobility	Limited
PHASE 3: METHODS	
4.1 Improve Administrative and Operational Efficiencies	Substantial
4.2 Innovation and Creativity	Limited
4.3 Digital Transformation Agenda	Substantial

6. PROGRESS ON ELIGIBILITY CRITERIA

Note that On June 27, 2022, the OGP Steering Committee approved the new “Eligibility Review” process to separate eligibility requirements to join and maintain good standing in OGP, from the participation & co-creation requirements when developing and implementing action plans (“Procedural Review”).

In line with the Eligibility Review process, countries that fall below the minimum core eligibility requirements for two consecutive years will receive enhanced support from the Support Unit and the Steering Committee until they meet the minimum requirements. The list of countries under Eligibility Review is published on the OGP website and updated on a rolling basis.

PNG is one of four (4) countries currently under Eligibility Review:

- Burkina Faso
- Papua New Guinea
- Senegal
- Tunisia

6.1 Core Eligibility Criteria

The OGP Support Unit updates the eligibility scores for all countries on an annual basis, based on the most up-to-date versions of objective, third-party indicators to determine a country’s performance on the following dimensions: fiscal transparency, access to information, asset disclosure by public officials, and citizen engagement.

According to the latest update completed by the Support Unit in May 2023, Papua New Guinea currently scores **10 out of 16** (63%) in OGP’s eligibility criteria, which is below the minimum 75% required for all participating countries. This is the fourth consecutive year that PNG’s eligibility score has remained below the minimum requirement.

Note that PNG only needs to improve its score by two more points to meet the 75% minimum requirement (12 out of 16) for OGP eligibility. The following section further explores the factors affecting PNG’s current OGP eligibility score. If improved, these priority areas will help to establish a stronger foundation for good governance in PNG.

This section also outlines PNG’s scores for each of the four (4) OPG eligibility criteria, as well as the factors impacting these scores and recommendations on actions that could be taken to improve these scores in the next NAP cycle.

6.1.1 Fiscal Transparency

Measurement: Two points awarded for the timely publication of each of two essential documents, i.e., the Executive Government's Budget Proposal (the National Budget) and Audit Report for open budgets, using a subset of indicators from the Open Budget Survey, conducted by the International Budget Partnership.

PNG's Score: 2/4

While PNG has mostly been able to publish the enacted National Budget on time and make it publicly available via the Department of Treasury website, the most persistent issue impacting PNG's fiscal transparency score has been the timely publication of the **National Budget Audit Report**.

While the Executive Budget and the Audit Report are the only documents considered in the OGP's assessment of PNG's eligibility fiscal transparency also has the largest scope for improvement and relative impact on PNG's governance indicators. The following list includes recommendations for interventions that might be considered for future NAP cycles to reinforce GoPNG's fiscal transparency³²:

Transparency:

- Publish the Enacted Budget and In-Year Reports online in a timely manner.
- Produce and publish a Citizens Budget (i.e., a simplified version of the national budget) and Audit Report on the government's financial statements online in a timely manner.
- Include (in the Executive's Budget Proposal) an explanation of how the government's proposed policies, both new and existing, are related to budget allocations, and details of domestic and international borrowing, including interest rates and maturity profile. In addition, PNG should increase the information in the Executive's Budget Proposal on extra-budgetary funds and contingent liabilities, particularly of the state-owned enterprises.
- Include (in the Year-End Report) comparisons between borrowing estimates and actual outcomes, comparisons between planned nonfinancial outcomes and actual outcomes, and comparisons between the original macroeconomic forecast and actual outcomes.

Public Participation:

- To further strengthen public participation in the budget process, Papua New Guinea's Department of Treasury should prioritize the following actions:
 - Pilot mechanisms to engage the public during budget formulation and to monitor budget implementation.
 - Actively engage with vulnerable and underrepresented communities, directly or through civil society organizations representing them.
- Papua New Guinea's National Parliament should prioritize the following actions:
 - Allow members of the public or civil society organizations to testify during its hearings on the budget proposal before passing the budget.
 - Provided that it is produced and published, the Parliament should allow members of the public or civil society organizations to testify during its hearings on the Audit Report.
- Papua New Guinea's Auditor General's Office should prioritize the following actions to improve public participation in the budget process:
 - Establish formal mechanisms for the public to assist in developing its audit program and to contribute to relevant audit investigations.

Budget Oversight:

- Papua New Guinea's National Parliament provides weak oversight during the planning stage of the budget cycle and weak oversight during the implementation stage. To improve oversight, the following actions should be prioritized:
 - The Executive's Budget Proposal should be submitted to legislators at least two months before the start of the budget year.
 - Legislative committees should examine the Executive's Budget Proposal and publish reports with their analysis online.
 - A legislative committee should examine in-year budget implementation and publish reports with their findings online.
 - In practice, ensure the legislature is consulted before the executive shifts funds specified in the Enacted Budget between administrative units or reduces spending due to revenue shortfalls during the budget year.
 - Provided that it is produced and published, a legislative committee should examine the Audit Report and publish a report with their findings online.
- To strengthen independence and improve audit oversight by the Papua New Guinea Auditor General's Office, the following actions are recommended:
 - Parliament and the Government should improve the appointment process for the Auditor General's Office, by amending the Constitution to mandate that the Auditor General be appointed through an independent process. For example, the Governor-General could act on the advice of a Constitutional appointment committee composed of the judiciary, legislature, and other independent Constitutional officeholders.
 - Ensure the Auditor General's Office has adequate funding to perform its duties, as determined by an independent body (e.g., Parliament or a Parliamentary Committee).
 - Ensure audit processes are reviewed by an independent agency.

6.1.2 Access to Information

Measurement: 4 points are awarded to countries with access to information laws in place, 3 points if a country has a constitutional provision guaranteeing access to information, and 1 point if a country has a draft access to information law under consideration. Countries with both a constitutional provision and a draft law under consideration will only be awarded the 3 points for the constitutional provision.

PNG's Score: 3/4

Section 51(1) of The PNG Constitution gives every citizen the right of reasonable access to official documents, subject only to the need for such secrecy as is reasonably justifiable in a democratic society under ten (10) exceptions³³. Progress on the Access to Information Law was very limited during this NAP 2 cycle. A more consistent effort needs to be made to ensure this critical bill is progressed in the next NAP cycle as it is a key enabler for other initiatives to improve government transparency, accountability, and citizen participation.

6.1.3 Asset Disclosure

Measurement: 4 points awarded to countries with a law requiring officials to submit asset disclosures that also have any requirement that the information should be accessible to the public, 2 points

awarded to countries with a law requiring officials to submit asset disclosures, **0** points for no law on asset disclosure.

PNG's Score: 2/4

Section 4 of the PNG Organic Law on Duties and Responsibilities of Leadership requires all “leaders” (as defined under Section 26 of The PNG Constitution³⁴) to submit a **statement of income** to the PNG Ombudsman Commission every year. Among other things, these statements must include the total assets including money, personal property, and real property in the possession or under the control of each of them³⁵. However, these provisions do not include any requirements to make these statements available to the public, which has been a global point of contention among public officials.

6.1.4 Citizen Engagement

Measurement: Using the Civil Liberties sub-indicator from the Economist Intelligence Unit (EIU) Democracy Index where 10 is the highest and 0 is the lowest score, **4** points for countries scoring above 7.5, **3** points for countries scoring above 5, **2** points for countries scoring above 2.5, and **0** points otherwise.

PNG's Score: 3/4

PNG scored 6.03 on the EIU Democracy Index 2023, thus earning a score of 3 on this OGP eligibility criteria. With this score, PNG was upgraded in the Democracy Index from a “hybrid regime” to a “flawed democracy”. While PNG scored relatively high in the “Electoral Process & Pluralism”, and “Civil Liberty” indicators, PNG’s weakest metrics were the “Functioning of Government” and “Political Culture”, in which we scored 5.36 and 1.88 respectively. These metrics show that more work needs to be done to involve citizens in the functioning of government and accessibility of Parliamentary, as well as civic agency in Parliamentary Processes.

7. LESSONS & INSIGHTS:

Based on the results above, the following section presents some key lessons and insights learned in the development and implementation of the PNG OGP NAP 2.

7.1 Formulation of NAP Commitments:

From the results of NAP 2 implementation, we can observe that commitments that were less dependent on action by parties external to the PNG OGP (such as the First Legislative Council, or Parliament e.g. to issue certificates of compliance/necessity, or to pass critical bills into law) enjoyed a higher rate of success than commitments that were dependent on third-party action.

While NAP commitments must be ambitious to improve the current state of governance, this ambition must be exercised within the scope of what is reasonable and actionable (i.e. can all the steps towards achieving the commitment be implemented by participating cluster members? Can it be provisioned under the existing budget allocations?)

Also, commitments that were dependent on the achievement of other commitments (such as commitments 1 and 2 under Cluster 5: Extractive Industries Transparency) could not progress and were inevitably left dormant during this NAP cycle. It is important to ensure during the formulation of NAP commitments that each commitment is independently actionable and achievable. This ensures that PNG OGP members can progress commitments concurrently (where possible) and achieve a higher success rate on milestones.

7.2 Implementation at Sub-national Levels:

From the results, we observed that commitments that could be coordinated and driven at the national level generally saw a higher level of commitment, engagement, and progress than actions that required specific input from sub-national actors. From this, we have learned that commitments with milestones that can only be driven at the subnational levels require a different approach. Either through the establishment of sub-national OGP committees within the provincial government offices or more stringent oversight and reporting mechanisms (such as project management dashboards) and adequate capacity building (through training sessions or workshops) to motivate sub-national actors.

7.3 Alignment with Existing Government Reform Priorities:

NAP 2 commitments that aligned with existing government reform priorities generally saw a higher success rate than commitments that did not run parallel to executive government priorities. In cases where lead government agencies are unable to cover associated costs within their current budget allocation, documents like the MTDP IV, NACS, and the National Strategy for Responsible Sustainable Development provide an opportunity to synergize OGP outcomes with GoPNG reform priorities. The most successful example of this synergy in the NAP 2 cycle was Cluster 3: Access to Information. Although the three commitments under Cluster 3 were very ambitious, their alignment with MTDP IV Strategic Priority Area #8 ensured the support of the executive government through the provision of resources and funding to ensure that most of their milestones were achieved. While governance needs won't always align with the executive government's agenda, it is beneficial to exploit these opportunities where they present themselves to ensure stronger, mutually beneficial outcomes.

8. OTHER INITIATIVES:

The following section highlights other initiatives or reforms undertaken in PNG country to advance the Open Government Partnership values that were not included in the National Action Plan.

8.1 Extractive Industries Transparency Initiative

The Papua New Guinea Extractive Industries Transparency Initiative (PNGEITI) is a global initiative adopted by the PNG government in 2013. PNGEITI is a representation of GoPNG's commitment to promoting transparency and accountability in the country's mining and petroleum value chain.

The EITI Standard requires the disclosure of information along the extractive industry value chain from the point of extraction, to how revenues make their way through the government, and how they benefit the public. These standards are closely monitored by an independent Multi-Stakeholder Body comprising Government, Industry, and Civil Society. By doing so, the EITI seeks to strengthen public and corporate governance, promote understanding of natural resources management, and provide data to inform reforms for greater transparency and accountability in the extractives sector.

8.2 PNG Anti-Corruption Project

The PNG Anti-Corruption Project is a major commitment by the United Nations, the European Union, and the Government of Papua New Guinea to tackle corruption. The European Union has invested EUR 5.4 million in the Project as part of the EU-PNG Partnership for Good Governance.

The Project is being implemented jointly by the United Nations Office on Drugs and Crime (UNODC) and the United Nations Development Programme (UNDP). The Project's main aim is to build on PNG's momentum in governance reform by strengthening GoPNG's commitment and capacity to address corruption in line with the United Nations Convention Against Corruption and progress the Sustainable Development Goals. In collaboration with national partners, and delivered through a wide range of technical assistance, such as expert support, assessments, training, mentoring, awareness raising, and other activities, the Project's primary outcomes are:

- Progressively implement and monitor the National Anti-Corruption Plan of Action, including through the reform of freedom of information laws.
- Ensure the Independent Commission Against Corruption (ICAC) is established and operationalized in accordance with UNCAC recommendations, standards, and best practices
- Enhance the capacity of the National Fraud and Anti-Corruption Directorate, the Provincial Fraud and Anti-Corruption Units, and the Office of the Public Prosecutor to investigate and prosecute corruption.
- Mobilize the network of community stakeholders in support of anti-corruption efforts

8.3 Independent Commission Against Corruption

The Independent Commission Against Corruption (ICAC) is the anti-corruption agency in Papua New Guinea. It was established under Section 220B of the PNG Constitution and is governed by the Organic Law on the Independent Commission Against Corruption 2020 (OLICAC).

The ICAC's main aim is to help Papua New Guineans prevent and combat corrupt conduct by public officials, systemic corrupt conduct within public bodies, and corruption by private individuals by receiving complaints, investigating and prosecuting violations under the OLICAC in partnership with other government agencies in the law and justice sector such as the Public Prosecutor and the Police.

9. RECOMMENDATIONS:

Based on the results above, this section outlines five recommendations to overcome some of the key challenges identified in the implementation of NAP 2.

9.1 NAP IMPLEMENTATION MUST PRIORITIZE MEETING OGP ELIGIBILITY CRITERIA

Apart from improving PNG's standing within the OGP, meeting the OGP eligibility requirements also establishes a strong foundation for good governance, from which further commitments can either innovate or improve. Interventions like Access to Information Legislation and strengthening participation in the development of commitments will ensure better results.

9.2 ALIGN NAP COMMITMENTS WITH GOPNG GOVERNANCE REFORM PRIORITIES

Lack of funding was flagged as one of the reasons for a lack of progress on several NAP 2 commitments. While the PNG Parliament (Legislature) support has been haphazard, PNG OGP can ensure better access to funding for its public sector members by aligning NAP commitments with action areas that are already sanctioned by the executive government i.e., as presented in the NACS 2010-2030, MTDP IV 2023-2027, etc. This approach better positions the NAP commitments to deliver outcomes that are mutually beneficial for both the OGP and the executive government, thus reinforcing Parliament's commitment to support the OGP agenda.

9.3 FRAME NAP COMMITMENTS TO MEET THE S.M.A.R.T. FRAMEWORK REQUIREMENTS

The results from a participation survey during the NAP 2 review workshop showed that PNG OGP member representation throughout the NAP 2 cycle was somewhat inconsistent. As a result, newer officers were relegated to an observational role, which limited the quality of OGP member input on collaborative tasks, events, and activities. In the future, it would be advisable for each PNG OGP member organization to nominate at least two or three officers to participate on their behalf, as their primary liaisons to the PNG OGP. This would ensure greater consistency, continuity, and better results. In cases where agencies are unable to assign specific officers for the duration of the NAP cycle, the commitments themselves must be framed in such a way that newer PNG OGP member representatives can be onboarded quickly. To this end, we have identified the S.M.A.R.T. goal-setting method as the easiest to implement. During the development of NAP commitments, PNG OGP members must ensure that each commitment is framed in such a way that it is **Specific, Measurable, Actionable, Relevant, and Timebound**.

9.4 ACCOUNTABILITY WITHIN THE PNG OGP

While the implementation of NAP encountered many challenges, we observed that some clusters demonstrated little to no progress on their commitments within the two-year NAP 2 cycle without any reasonable justification (it bears noting that while this was the case for some clusters, others were very forthcoming about their challenges). It is important to understand that the PNG OGP is an evolving initiative, and its methods and strategies will need to be adjusted over time to fit the PNG context. It is for this reason that all barriers to implementation must be communicated to the National Steering Committee promptly and in as much detail as possible. Not only does this ensure that assistance can be provided (where possible), but learnings from these challenges can then be used to inform future NAPs to ensure higher rates of success. This purpose can also be furthered by setting up a centralized dashboard and ensuring National Steering Committee Meetings are conducted regularly.

10. NEXT STEPS:

	Activity:	Date:
1	PNG OGP NAP 3 Co-creation Workshop	12 th -13 th December 2024
2	NAP 3 Drafting and Validation (Comment Period)	
3	NAP 3 Launch	
4	NAP 3 Implementation	
5	PNG OGP National Steering Committee - Quarterly Meetings	
6	Mid-Term Self-Assessment Report	
7	End-of-Term Self-Assessment Report	

11. CONCLUSION:

While significant progress has been made outside the NAP 2 to address corruption and mismanagement (i.e., with the establishment of the ICAC, audit reports, the passing of “unexplained wealth” provisions as amendments to the Proceeds of Crime Act, the establishment of the Financial Analysis and Supervision Unit, etc.) the OGP continues to assert itself as a viable framework for consolidating national will to identify “problem areas” and provide the impetus for collaborative action in reinforcing transparency, accountability, and public participation throughout all levels of government. Open government is more than a set of values. At its core, it presents a logic that is simple and easy to understand: “Open up government processes to the people and let its functions be dictated by and for the greater good of its constituents.”

There is a lot of room for improvement in PNG, particularly in the development of strong, and actionable OGP NAP commitments. However, the NAP 2 cycle has also delivered some promising results. An example of this is demonstrated in Cluster 4: Fiscal Transparency. The publication of fiscal information under this cluster enabled the publication of a research paper on “Fiscal Decentralization in PNG” by Dr. Satish Chand in 2022. This paper shows the detailed figures of the subnational grants disbursed to provinces that were drawn from the Cost of Services Report and the Revenue Report.

Coordination of the OGP at the secretariat level has also presented a number of issues, including a loss of momentum following the initial co-creation and launching of the NAP 2 due to inadequate monitoring and evaluation framework. The OGP website has not been updated and talks of a centralized dashboard for OGP implementation have not been progressed. Moreover, only one national steering committee meeting was held in 2024. A more concerted effort must also be made to develop a robust and dynamic communication strategy for the PNG OGP. Not only as a means to update relevant stakeholders, but also as a platform to galvanize and motivate PNG OGP members, and lobby for executive government and donor support on current and future OGP commitments.

Despite these drawbacks, there have been pockets of exemplary progress throughout the NAP 2 cycle, notably in the implementation of **Cluster 4: Access to Information** and **Cluster 5: Fiscal Transparency**. From observations, it is clear that these successes were enabled by a combination of strong, actionable commitments, and a clear understanding of the scope of the OGP initiative as it relates to the core mandates of lead implementing agencies (DICT and NEFC).

While a broader CSO consultation and participation in the co-creation of NAP 3 commitments can provide wider consensus on governance needs, these insights must be filtered down to what is

reasonable and actionable within the NAP 3 cycle. Furthermore, a review of commitments must be conducted if significant barriers to progress are encountered. Noting that there is also scope to modify commitments, although OGP guidelines indicate that this option can only be exercised within the first 6 months after NAP 3 is finalized and submitted. Overall, despite limited progress on most of its commitments, the NAP 2 cycle has provided many insights into the realities of OGP implementation in PNG that will ultimately benefit future PNG OGP NAP cycles

Ends...///

¹ For more information on the National Goals and Directive Principles, see the Preamble (Pg. 2-5) of The PNG Constitution

² According to the PNG National Statistical Office 2021 Estimate, see <https://www.nso.gov.pg/statistics/population/>

³ National Census 2011

⁴ National Census 2011

⁵ According to the United Nations Educational, Scientific and Cultural Organization (UNESCO), see https://www.unesco.org/en/literacy/need-know#:~:text=and%20Literacy%20Day?_What%20is%20the%20global%20situation%20in%20relation%20to%20literacy?.not%20reached%20minimum%20reading%20levels.

⁶ According to the National Literacy Institute, see <https://www.thenationalliteracyinstitute.com/post/literacy-statistics-2024-2025-where-we-are-now#:~:text=For%20individuals%20aged%2015%20and,adult%20literacy%20rate%20was%20California.>

⁷ ***Note:** “Agency” in this context refers to an individual citizen’s ability to effectively represent themselves and have a meaningful impact on critical decisions and/or actions regarding the affairs of The State.

⁸ According to the Transparency International PNG 2022 Domestic Election Observation Report 2022, see <https://transparencypng.org.pg/wp-content/uploads/2022/11/TIPNG-2022-Election-Report-Compress.pdf>

⁹ According to the Special Parliamentary Committee on 2022 General Elections Report

¹⁰ The National (2022), see <https://www.thenational.com.pg/committee-to-inquire-into-election-2022/>

¹¹ According to the 2024 Budget Speech by Treasury Minister, Hon. Ian Ling Stuckey, see https://www.treasury.gov.pg/wp-content/uploads/2023/11/Speech-2024-1-compressed_1.pdf

¹² See Public Finance (Management) Act 1995 (as amended) s.47L and s.63 for more information.

¹³ According to the Auditor General Report Part IV 2022, see <https://ago.gov.pg/wp-content/uploads/2024/02/Part-IV-Report-2022.pdf>

¹⁴ According to “Table A” in the Auditor General’s Audit-Cycle-2021-2022- Summary.

¹⁵ The Public Finance (Management) (Amendment) Act 2016 was gazetted as Act No. 6 of 2016 on October 28, 2016, and came into operation the same day.

¹⁶ According to the Auditor General Report Part II 2017, see <https://ago.gov.pg/wp-content/uploads/2023/08/PART-2-2017-2.pdf>

¹⁷ According to the UNDP National Human Development Report 2014 (Pg.75), see <https://www.undp.org/papua-new-guinea/publications/national-human-development-report>

¹⁸ According to the UNDP National Human Development Report 2014 (Pg.3), see <https://www.undp.org/papua-new-guinea/publications/national-human-development-report>

¹⁹ According to PNG ICAC Commissioner Andrew Forbes, see <https://www.icac.gov.pg/news/png-may-be-losing-up-to-4-billion-kina-in-corruption/>

²⁰ According to data from the Transparency International 2023 Corruption Perceptions Index and the 2023 Global Corruption Barometer, see <https://www.transparency.org/en/countries/papua-new-guinea>

²¹ For more information see <https://www.icac.gov.pg/>

²² In collaboration with the European Union, the United Nations Development Programme (UNDP), and the United Nations Office on Drugs and Crime (UNODC). For more information see <https://www.undp.org/papua-new-guinea/projects/preventing-and-countering-corruption-papua-new-guinea-png-anti-corruption-project>

²³ See more information at <https://www.thenational.com.pg/png-prioritises-anti-graft-war/>

²⁴ For more information on the exceptions, see Section 51(1) of the PNG Constitution (Pg. 30-31).

²⁵ According to the Transparency International PNG Right to Information Report, see <https://transparencypng.org.pg/wp-content/uploads/2022/03/TIPNG-RTI-Report-2019.pdf>

²⁶ According to the 2022 PNG Extractive Industries Transparency Initiative Report (Pg.71), see https://www.pngeiti.org.pg/reports_publications/#

²⁷ According to the 2015 International Monetary Fund PNG: Selected Issues report, see <https://www.elibrary.imf.org/view/journals/002/2015/319/article-A003-en.xml#:~:text=of%20the%20authorities.-,E.,these%20impediments%20to%20inclusive%20growth.8#:~:text=Young%20people%20under%2025%20make,will%20continue%20to%20grow%20rapidly.>

²⁸ According to the United Nations Population Fund, see <https://png.unfpa.org/en/topics/young-people-8#:~:text=Young%20people%20under%2025%20make,will%20continue%20to%20grow%20rapidly.>

²⁹ According to statistics from the Commonwealth Foundation, see <https://commonwealthfoundation.com/project/enhancing-localisation-papua-new-guinea-informal-economy-act/#:~:text=In%20Papua%20New%20Guinea%2C%20the,sensitising%20and%20social%20inclusion%20trainin gs.>

³⁰ According to the 2023 Open Budget Survey, see <https://internationalbudget.org/sites/default/files/country-surveys-pdfs/2023/open-budget-survey-papua-new-guinea-2023-en.pdf>

³¹ According to Section 37A of the Civil Registration (Amendment) Act 2014

³² These recommendations are supported by the International Budget Partnership, as per the 2023 Open Budget Survey, see <https://internationalbudget.org/sites/default/files/country-surveys-pdfs/2023/open-budget-survey-papua-new-guinea-2023-en.pdf>

³³ For further details on the exceptions see Section 51(1)(a-j) of The PNG Constitution (Pg. 30-31)

³⁴ For the full list of persons to which the Organic Law on Duties and Responsibilities of Leadership applies, see Section 26 of the PNG Constitution (Pg.17-18).

³⁵ For further details on the statement of income refer to Section 4 of the Organic Law on Duties and Responsibilities of Leadership, see https://www.paclii.org/pg/legis/consol_act/olotdarol528/