

# **Independent Reporting Mechanism**

Results Report:  
Papua New Guinea  
2022–2024

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Open  
Government  
Partnership



Independent  
Reporting  
Mechanism

Executive Summary

Papua New Guinea’s second action plan made progress on digital government reforms. While none of the other commitments were completed during the implementation period, continued efforts may produce open government results in the longer term. Collaboration between government and civil society was limited during co-creation and implementation of the action plan.

Early results

While there were steps to improve access to government services, none of the action plan’s 16 commitments yielded early results. Commitments 7 and 8 launched the PNG E-Government Portal<sup>1</sup> and passed the Digital Government Act 2022<sup>2</sup> and Digital Government Plan 2023–2027,<sup>3</sup> but have not yet widened access to government information. Commitment 4 held regional budget consultations with the public. However, their recommendations had yet to be implemented. Continued efforts may produce open government results in the longer term.

Overall, most commitments had limited completion during the implementation period, which in turn limited early results. This included Commitments 5, 6, 9, 10, 11, and 12 which the IRM noted as promising in the Action Plan Review. In particular, commitments to publish annual audit reports (5) and pass an Access to Information Act (6) did not achieve their objectives. These are central to Papua New Guinea’s (PNG) ability to meet OGP’s core eligibility criteria moving forward.<sup>4</sup>

Completion

Compared to the previous action plan, which was implemented during the COVID-19 pandemic, a higher proportion of commitments saw some progress – although implementation continued to face obstacles. Commitment 8 on the digital government legislation, policy, and strategy was completed. Eleven other commitments saw limited implementation, while four were not started during the implementation period. There was little oversight of implementation progress with infrequent National Steering Committee meetings and an OGP secretariat that was interim rather than permanent. Common implementation challenges included inadequate funding, insufficient capacity, and misaligned priorities between implementing agencies and action plan objectives. To illustrate, despite a legislative basis for establishing youth networks in subnational governments, implementers of Commitment 1 were left without sufficient resources to achieve this objective, as recruitment for relevant subnational government positions was halted.

However, even after the action plan ended in June 2024, stakeholders continued work on outstanding elements of the commitments. This positive effort led to launch of the PNG E-Government Portal (Commitment 7) and validation workshops on the Government-CSO Partnership Policy (Commitment 2) and Informal Economy Voice Strategy (Commitment 3) by the

IMPLEMENTATION AT A GLANCE

LEVEL OF COMPLETION

1/16Complete or substantially complete commitments

EARLY RESULTS

0/16Commitments with early results

0/16Commitments with significant results

COMPLIANCE WITH MINIMUM REQUIREMENTS

Not acting according to OGP process.

end of 2024, outside the implementation period under review. In 2025, the Planning and Monitoring Responsibility Act is expected to be enacted (Commitment 9).

### **Participation and co-creation**

The Department of National Planning and Monitoring managed the OGP process in PNG alongside Transparency International Papua New Guinea (TIPNG), with support from an interim secretariat. The National Steering Committee, Papua New Guinea's OGP multistakeholder forum, consisted of the government agencies and civil society organisations involved in the action plan's commitments. Compared to the previous action plan, civil society participation in co-creation improved, though consultation was limited by a tight timeframe and COVID-19 restrictions. Each cluster of commitments was co-led by a government agency and a civil society organisation to ensure collaboration. However, participation during implementation declined, as the National Steering Committee held few meetings. PNG launched its first OGP website in 2023, although there were delays in keeping it updated.

Over the course of the action plan cycle, Papua New Guinea did not meet the minimum requirements of the OGP Participation and Co-Creation Standards.<sup>5</sup> During co-creation, basic rules on the multistakeholder forum were not publicly available. The website and repository had not yet been published and stakeholder contributions were not documented or provided with reasoned response prior to the action plan's publication. During implementation, the multistakeholder forum did not meet every six months. Its basic rules were still not publicly available and the repository did not publish information on co-creation or implementation of the action plan. OGP instituted a 24-month grace period to ensure a fair and transparent transition to the updated standards, extending to 31 December 2023. As this action plan was co-created and submitted in 2022, it falls within the grace period. Under the previous action plan, PNG was found to be acting contrary to OGP process, having not published a repository in line with IRM guidance.

### **Implementation in context**

During the implementation period, Papua New Guinea's politics were marked by frequent ministerial reshuffles, resignations, and shifting allegiances between the government and opposition. Elections led to the formation of a new government in August 2022. In May 2024, the Minister for National Planning and Monitoring resigned from the government and joined the opposition. The opposition nominated him to challenge the prime minister in a vote of no confidence, along with five other such attempts in 2024.<sup>6</sup>

There continued to be government support for OGP, but this political volatility affected the implementation of commitments. During the election period and formation of the new government, focus shifted away from OGP. When ministers were reshuffled, new appointees often brought in different priorities for their agencies, disrupting commitments' progress. There were concerns over politicisation of PNG's bureaucracy, which impacted the efficiency and independence of state agencies.<sup>7</sup> Additionally, concerns have been raised about the increased risk of corruption and bribery as government and opposition sought to secure political support, particularly during the votes of no confidence.<sup>8</sup> This undermined efforts to open government.<sup>9</sup> The audit reports pursued by Commitment 5, for instance, could only be published if tabled in parliament – But the possibility of audits revealing illegal payments disincentivised parliamentarians.<sup>10</sup>

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<sup>1</sup> 'Papua New Guinea Gavman Portal,' Gavman, accessed 6 January 2025, <https://www.gavman.gov.pg/dashboard>.

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<sup>2</sup> 'Digital Government Act 2022,' Department of Information and Communications Technology, <https://www.ict.gov.pg/digital-government-act-2022>.

<sup>3</sup> 'Digital Government Plan 2023–2027,' Department of Information and Communications Technology, <https://www.ict.gov.pg/Digital%20Govt%20Plan%202023-2027/Digital%20Government%20Plan%202023-2027%20-%20Final%20Version.pdf>.

<sup>4</sup> 'Papua New Guinea – Eligibility Review Letter,' Open Government Partnership, June 2023, [https://www.opengovpartnership.org/wp-content/uploads/2023/07/Papua-New-GuineaEligibility-Review-Letter\\_20230630.pdf](https://www.opengovpartnership.org/wp-content/uploads/2023/07/Papua-New-GuineaEligibility-Review-Letter_20230630.pdf).

<sup>5</sup> 'OGP Participation and Co-Creation Standards,' Open Government Partnership, <https://www.opengovpartnership.org/ogp-participation-co-creation-standards>.

<sup>6</sup> Michael Kabuni, 'Marape defeats vote of no confidence: What next?' Dev Policy of Australian National University, 13 September 2024, <https://devpolicy.org/marape-defeats-vote-of-no-confidence-what-next-20240913>.

<sup>7</sup> R. J. May, 'State and Society in Papua New Guinea, 2001–2021,' Australian National University Press, 2022, <https://press-files.anu.edu.au/downloads/press/n10184/html/ch02.xhtml>.

<sup>8</sup> Michael Kabuni, Maholopa Laveil, Geejay Milli, and Terence Wood, 'Elections and Politics,' in: 'Papua New Guinea: Government, Economy and Society,' Stephen Howes and Lekshmi N. Pillai (eds.), Australian National University Press, 2022, <https://library.oapen.org/bitstream/handle/20.500.12657/53657/book.pdf?sequence=1#page=33>; Kabuni, 'Marape defeats vote of no confidence: What next?'

<sup>9</sup> Consultative Implementation and Monitoring Council, interview by the IRM, 6 August 2024.

<sup>10</sup> Auditor General's Office, interview by the IRM, 29 August 2024.

**Table of Contents**

Section I: Key Observations ..... 5

Section II: Implementation and Early Results .....7

Section III. Participation and Co-Creation ..... 8

Section IV. Methodology and IRM Indicators .....11

Annex I. Commitment Data .....13

## Section I: Key Observations

**Observation 1: Civil society brought ambition to the OGP platform.** OGP efforts in Papua New Guinea benefited from the partnership of engaged civil society organisations (CSOs), such as the Transparency International Papua New Guinea, the Consultative Implementation and Monitoring Council, and the Institute of National Affairs,<sup>1</sup> who served as co-chairs of the action plan’s clusters. This structure gave the organisations an opportunity to connect with implementing agencies in ways that were previously not possible. Many CSOs had long advocated for the commitments in the OGP plan, even before Papua New Guinea joined OGP. The organisations’ roles as co-chairs allowed them to occasionally take the lead on initiatives and engage implementing agencies, as was the case for commitments on public participation (2, 3, and 4). For example, in 2024, the Consultative Implementation and Monitoring Council led regional public consultations and awareness campaigns on the budgetary process. They invited key government agencies involved in formulating, tracking, and reporting on the budget. However, weak implementation of most commitments showed gaps in the OGP platform’s delivery of CSO priorities.

**Observation 2: Commitments’ misalignment with agencies’ priorities limited implementation.** Government commitment holders were incentivised by their agencies’ priorities more than the OGP platform. The priorities are set by long-term plans like PNG Vision 2050, the PNG Development Strategic Plan 2010–2030, and Medium-Term Development Plan 2022–2027 (one of the associated five-year plans). Some commitments fit within this framework. For instance, commitments on digital government (7 and 8) were closely aligned with the priorities of the Department of Information, Communications, and Technology. Implementing the E-Government platform and pursuing the Digital Government Act and Policy did not strain the department’s resources or clash with its objectives. Rather, the OGP commitments were seen to help advance the department’s mandate. This was not the case for other departments, which saw priorities shift towards competing needs. To illustrate, the Department of Community Development and Religion was focused on the Community Development Bill and the Community Integrated Development Policy. Commitments on the State-CSO Policy and the Informal Economy Voice Strategy (2 and 3) fell under the department, but these were not passed during the implementation period. To some degree, this traces back to the commitments’ co-creation process, which did not consult all government commitment holders; some having finalised their annual workplans and budgets prior to the action plan. This limited the level of additional resources available to OGP commitments. Political volatility during the implementation period exacerbated this issue. Ensuring that OGP commitments align with the priorities of implementing agencies is essential for fostering ownership and securing resources.

**Observation 3: Interim OGP secretariat had resource gaps.** The interim OGP secretariat staff and annual budget supported the process, but faced a need for additional resources. For instance, the secretariat lacked in-house expertise, such as dedicated staff to manage its website. As a result, OGP content was sent to the Department of Information, Communication, and Technology for updates, making it difficult to keep the website current. The OGP platform would benefit from a permanent secretariat that is adequately equipped to carry out its functions. A permanent OGP secretariat with portfolio leads could have more resources to support the multistakeholder forum, including providing timely information about the OGP process and posting meeting schedules. It would also have better capacity to raise awareness about OGP commitments among implementing agencies, particularly at the management level, ensuring leadership buy-in and fostering ownership of the initiatives.

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<sup>1</sup> The Institute of National Affairs (INA) is an independent think-tank that acts as co-chair on OGP clusters related to financials, budgeting, and auditing.

## Section II: Implementation and Early Results

The commitments in this action plan laid positive groundwork but did not produce early open government results during the implementation period. Typically, the following section looks at the commitments or clusters that the IRM identified as having the strongest results from implementation. To assess early results, the IRM referred to commitments or clusters identified as promising in the Action Plan Review as a starting point. After verification of completion evidence, the IRM also took into account commitments or clusters that were not determined as promising but that, as implemented, yielded predominantly positive or significant results. However, none of the commitments in this action plan met these criteria at the time of review.

Only Commitment 8 was completed, but it did not yet lead to early results in opening government. This commitment passed the Digital Government Act, followed by the Digital Government Plan 2023–2027. These introduced a new framework for sharing, coordinating, and accessing existing government data. This was a positive step for digitising government. However, the act and plan did not yet make substantial progress on areas relevant to open government values, like requiring government agencies to share new data with the public.

Otherwise, the action plan saw major gaps in implementation, often because of misalignment with agencies' priorities. Four commitments were not started during the action plan period (2, 3, 13, and 14) and eleven had limited implementation (1, 4, 5, 6, 9, 7, 10, 11, 12, 15, and 16). Without undertaking most of their planned activities, commitments did not produce early results.

These included the commitments identified as promising by the Action Plan Review. Commitment 6 did not pass the Access to Information Act. Likewise, the cluster of fiscal transparency commitments (5, 9, 10, 11, and 12) did not achieve its intended changes to the government's fiscal transparency practices. The Department of Treasury continued to publish the budget, supplementary budget, mid-term strategic reports, mid-year fiscal outlook, budget outcomes, and annual fiscal reports (Commitments 5, 10, and 12)—but the quality and timeliness of fiscal information did not improve during the action plan period. The IRM did not find evidence that the Integrated Financial Management System completed its rollout (Commitment 11).

However, it can be noted that commitment holders continued efforts following the implementation period, and may produce open government results in the longer term. For example, the PNG E-Government Portal (Commitment 7) could be used to share new government data with the public. Papua New Guinea could improve its fiscal openness by enacting the Planning and Monitoring Responsibility Act sought by Commitment 9, and by offering opportunities to the public for participation in the budget process, following the regional consultations under Commitment 4. These efforts could also strengthen civic space by leading to implementation of the Government-CSO Partnership Policy (Commitment 2) and Informal Economy Voice Strategy (Commitment 3).

In future action plans, the IRM recommends taking steps to strengthen implementation so that OGP commitments can go further to open government practice. It is essential to include all government implementers and relevant ministers in the co-creation process, to ensure budget allocation and buy-in for commitment implementation. During the next implementation period, it would also be valuable to hold quarterly multistakeholder steering committee meetings to regularly monitor commitment progress and advising on any necessary course correction.



## Section III. Participation and Co-Creation

**Following improved but limited co-creation, participation during implementation declined. Papua New Guinea published its first OGP website during the implementation period. However, the process did not meet other minimum requirements of the OGP Participation and Co-Creation Standards during the co-creation and implementation periods.**

OGP member countries are encouraged to aim for the full ambition of the updated OGP Participation and Co-Creation Standards that came into force on 1 January 2022.<sup>1</sup> The IRM assesses all countries that submitted action plans from 2022 onwards under the updated Standards. However, OGP instituted a 24-month grace period to ensure a fair and transparent transition. During this time, the IRM will assess countries' alignment with the Standards and compliance with the minimum requirements.<sup>2</sup> Therefore, countries will only be found to be acting contrary to OGP process if they do not meet the minimum requirements for submitted action plans to begin in 2024 and later.

The PNG Open Government Partnership (OGP) was led by the interim OGP secretariat within the Department of National Planning and Monitoring and Transparency International Papua New Guinea (TIPNG). Each respectively coordinated government and civil society stakeholders in the OGP process. The secretariat receives an annual budget, but had need for additional funding support.<sup>3</sup> During the co-creation process, a Drafting Committee was comprised of representatives from four government agencies and six civil society organisations.<sup>4</sup> During implementation, the National Steering Committee consisted of the government agencies and civil society organizations involved in the action plan's commitments. Much of the committees' administration was facilitated by TIPNG. Each of the action plan's six commitment clusters was co-led by a government agency and a civil society organisation to ensure collaboration.

Compared to the previous action plan, civil society participation in co-creation improved, though consultation was limited by tight timelines and COVID-19 restrictions. A two-day Co-Creation and Good Governance conference gathered commitment recommendations from government and civil society, with the opportunity to submit further input by email. A consultant presented a draft action plan to the Drafting Committee, which spent four meetings validating the plan and designating both an implementing agency and a supporting CSO for each commitment. Many CSOs had long advocated for some of the commitments, through networks, workshops, and consultations preceding the OGP process. However, civil society participants were concerned that the final action plan was not collaboratively co-created, and government implementers were not all consulted—some having finalised their annual workplans and budgets prior to the action plan. This contributed to a lack of buy-in from stakeholders, which hindered implementation. Overall, the co-creation process did not meet the minimum requirements of the OGP Participation and Co-Creation standards—basic rules on the Drafting Committee were not publicly available; the website and repository had not yet been published; and stakeholder contributions were not documented or provided with reasoned response prior to the action plan's publication.<sup>5</sup>

During implementation, while government and civil society stakeholders continued to support OGP efforts, gaps in engagement widened. The National Steering Committee only held two meetings in 2023, and none in 2024,<sup>6</sup> falling short of its planned quarterly meetings. TIPNG typically provided notice two weeks prior to meetings. For the most part, there was limited coordination between the commitments' co-chairs from government and civil society.<sup>7</sup> When ministers were reshuffled, new appointees often brought in different priorities for their agencies,

disrupting the impetus and funding for OGP commitments. However, in some cases, the co-chair structure gave civil society new opportunities to connect with implementing agencies and occasionally take the lead on initiatives, such as with Commitments 2, 3, and 4. Papua New Guinea also launched its first OGP website in 2023. As the OGP secretariat lacked the capacity to manage it, content was sent to the Department of Information and Communications Technology to upload. This caused delays in updating the website and keeping stakeholders informed. In terms of oversight, during the implementation period, there were no assessments of implementation conducted to ensure compliance by implementers.<sup>8</sup> Overall, the implementation process did not meet the minimum requirements of the OGP Participation and Co-Creation Standards—the National Steering Committee did not meet with sufficient frequency; its basic rules were still not publicly available; and the repository continued to be insufficient.

**Table 1. Compliance with minimum requirements**

Minimum requirement	Met during co-creation?	Met during implementation?
<b>1.1 Space for dialogue:</b> During the implementation period, the National Steering Committee met in March and December 2023, but did not meet in 2024. <sup>9</sup> Its membership consisted of representatives from six civil society organisations and government agencies, who served as co-chairs of the six clusters. Additionally, other government representatives who were involved in commitment implementation also participated in the meetings. This did not meet the minimum requirement, as there was not publicly available information on the National Steering Committee, and it did not meet at least every six months during implementation.	No	No
<b>2.1 OGP website:</b> Papua New Guinea’s OGP website was launched December 2023, during the implementation period. <sup>10</sup> It published both of Papua New Guinea’s action plans and listed the second action plan’s commitments <sup>11</sup> and implementing agencies. <sup>12</sup>	No	Yes
<b>2.2 Repository:</b> Papua New Guinea’s OGP website published meeting minutes from 2020 to April 2022. <sup>13</sup> During the implementation period, it did not contain information on co-creation or implementation of the second action plan. Afterwards, it published reports on the Co-Creation and Good Governance Conference, commitment proposals, <sup>14</sup> and a self-assessment report on implementation. <sup>15</sup>	No	No
<b>3.1 Advanced notice:</b> See Action Plan Review. <sup>16</sup>	Yes	Not applicable
<b>3.2 Outreach:</b> See Action Plan Review. <sup>17</sup>	Yes	Not applicable
<b>3.3 Feedback mechanism:</b> See Action Plan Review. <sup>18</sup>	No	Not applicable
<b>4.1 Reasoned response:</b> See Action Plan Review. <sup>19</sup>	No	Not applicable
<b>5.1 Open implementation:</b> During the implementation period, the National Steering Committee met in March and December 2023, but did not meet in 2024. <sup>20</sup> During these meetings, the government and civil society commitment co-chairs reported on the implementation of the commitments from each of the six clusters. <sup>21</sup> This did not meet the minimum requirement, as there were fewer than two meetings each year of implementation.	Not applicable	No

<sup>1</sup> ‘OGP Participation and Co-Creation Standards,’ Open Government Partnership, <https://www.opengovpartnership.org/ogp-participation-co-creation-standards>.

<sup>2</sup> ‘IRM Guidelines for the Assessment of OGP’s Minimum Requirements,’ Open Government Partnership, May 2022, [https://www.opengovpartnership.org/wp-content/uploads/2022/05/IRM-Guidelines-for-Assessment-of-Minimum-Requirements\\_20220531\\_EN.pdf](https://www.opengovpartnership.org/wp-content/uploads/2022/05/IRM-Guidelines-for-Assessment-of-Minimum-Requirements_20220531_EN.pdf).

<sup>3</sup> Comment from the Department of National Planning and Monitoring during pre-publication period, 30 January 2025.

<sup>4</sup> Members of the Drafting Committee included government representatives from the Department of National Planning and Monitoring, the Department of Finance, the National Economic and Fiscal Commission, the Department of Justice, and the Attorney General’s Office as well as civil society representatives from the Consultative Implementation and Monitoring Council, Transparency International Papua New Guinea, Oxfam Papua New Guinea, Centre for Environmental Law and Community Rights, and Bread for the World. See: ‘NAP Formulation Process,’ Open Government Partnership Papua New Guinea, accessed 2 December 2024, <https://www.ogp.gov.pg/nap-formulation-reports>.

<sup>5</sup> ‘IRM Action Plan Review: Papua New Guinea 2022–2024,’ Open Government Partnership, 9 November 2022, <https://www.opengovpartnership.org/documents/papua-new-guinea-action-plan-review-2022-2024>.

<sup>6</sup> Transparency International Papua New Guinea, interview by the IRM, 2 August 2024; Department of National Planning and Monitoring, interview by the IRM, 29 August 2024.

<sup>7</sup> Consultative Implementation and Monitoring Council, interview by the IRM, 1 August 2024.

<sup>8</sup> Transparency International Papua New Guinea, interview.

<sup>9</sup> Transparency International Papua New Guinea, correspondence with the IRM, 23 September 2024.

<sup>10</sup> Comment from the Department of National Planning and Monitoring during pre-publication period, 30 January 2025.

<sup>11</sup> ‘National Action Plan,’ Open Government Partnership Papua New Guinea, accessed 6 January 2025, <https://www.ogp.gov.pg/national-action-plan-nap>.

<sup>12</sup> ‘OGP Participating Agencies,’ Open Government Partnership Papua New Guinea, accessed 6 January 2025, <https://www.ogp.gov.pg/ogp-participating-agencies>.

<sup>13</sup> ‘Correspondence,’ Open Government Partnership Papua New Guinea, accessed 6 January 2025, <https://www.ogp.gov.pg/correspondence-2>.

<sup>14</sup> ‘NAP Formulation Reports,’ Open Government Partnership Papua New Guinea, accessed 27 March 2025, <https://www.ogp.gov.pg/nap-formulation-reports/>.

<sup>15</sup> ‘NAP Implementation Reports,’ Open Government Partnership Papua New Guinea, accessed 27 March 2025, <https://www.ogp.gov.pg/nap-implementation-report/>.

<sup>16</sup> ‘IRM Action Plan Review: Papua New Guinea 2022–2024,’ Open Government Partnership.

<sup>17</sup> ‘IRM Action Plan Review: Papua New Guinea 2022–2024,’ Open Government Partnership.

<sup>18</sup> ‘IRM Action Plan Review: Papua New Guinea 2022–2024,’ Open Government Partnership.

<sup>19</sup> ‘IRM Action Plan Review: Papua New Guinea 2022–2024,’ Open Government Partnership.

<sup>20</sup> Transparency International Papua New Guinea, correspondence.

<sup>21</sup> Transparency International Papua New Guinea, interview; Department of National Planning and Monitoring, interview.

## Section IV. Methodology and IRM Indicators

This report supports members’ accountability and learning through assessment of (i) the level of completion for commitments’ implementation, (ii) early results for commitments with a high level of completion identified as promising or that yielded significant results through implementation, and (iii) participation and co-creation practices throughout the action plan cycle.<sup>1</sup> The IRM commenced the research process after the first year of implementation of the action plan with the development of a research plan, preliminary desk research, and verification of evidence provided in the country’s OGP website.<sup>2</sup>

### Completion

The IRM assesses the level of completion for each commitment in the action plan, including commitments clustered in the Action Plan Review.<sup>3</sup> The level of completion for all commitments is assessed as one of the following:

- *No evidence available*
- *Not started*
- *Limited*
- *Substantial*
- *Complete*

### Early results

The IRM assesses the level of results achieved from the implementation of commitments that have a clear open government lens, a high level of completion or show evidence of achieving early results (as defined below). It considers the expected aim of the commitment prior to its implementation, the specific country context in which the commitment was implemented, the specific policy area and the changes reported.

The early results indicator establishes three levels of results:

- **No Notable Results:** According to the evidence collected (through desk research, interviews, etc.), the implementation of the open government commitment led to little or no positive results. After assessing the activities carried forward during the period of implementation and its outcomes (if any), the IRM did not find meaningful changes towards:
  - improving practices, policies or institutions governing a policy area or within the public sector, or
  - enhancing the enabling environment to build trust between citizens and the state.
- **Moderate Results:** According to the evidence collected (through desk research, interviews, etc.) the implementation of the open government commitment led to positive results. After assessing the activities carried forward during the period of implementation and its outcomes, the IRM found meaningful changes towards:
  - improving practices, policies or institutions governing a policy area or within the public sector, or
  - enhancing the enabling environment to build trust between citizens and the state.
- **Significant Results:** According to the evidence collected (through desk research, interviews, etc.) the implementation of the open government commitment led to significant positive results. After assessing the activities carried forward during the period of implementation and its outcomes, the IRM found meaningful changes towards:

- improving practices, policies or institutions governing a policy area or within the public sector, or
  - enhancing the enabling environment to build trust between citizens and the state.
- Significant positive results show clear expectations for these changes (as defined above) will be sustainable in time.

This report was prepared by the IRM in collaboration with Michael Kabuni and was reviewed by IRM external experts Thomas Kalinowski and Brendan Halloran. The IRM methodology, quality of IRM products and review process is overseen by the IRM's International Experts Panel (IEP).<sup>4</sup> For more information, refer to the 'IRM Overview' section of the OGP website.<sup>5</sup> A glossary on IRM and OGP terms is available on the OGP website.<sup>6</sup>

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<sup>1</sup> 'Glossary,' Open Government Partnership, <https://www.opengovpartnership.org/glossary>.

<sup>2</sup> 'Open Government Partnership Papua New Guinea,' Department of National Planning and Monitoring, accessed 29 October 2024, <https://www.ogp.gov.pg>.

<sup>3</sup> The IRM clusters commitments that share a common policy objective during the Action Plan Review process. In these instances, the IRM assesses 'potential for results' and 'early results' at the cluster level. The level of completion is assessed at the commitment level. For more information on how the IRM clusters commitments, see Section IV on Methodology and IRM Indicators of the Action Plan Review.

<sup>4</sup> 'Independent Reporting Mechanism - International Experts Panel,' Open Government Partnership, <https://www.opengovpartnership.org/about/who-we-are/international-experts-panel>.

<sup>5</sup> 'IRM Guidance Overview,' Open Government Partnership, <https://www.opengovpartnership.org/irm-guidance-overview>.

<sup>6</sup> 'Glossary,' Open Government Partnership.

## Annex I. Commitment Data<sup>1</sup>

### Commitment 1: Youth Participation in Decision-Making and Service Delivery

<ul style="list-style-type: none"> <li>• <b>Verifiable:</b> Yes</li> <li>• <b>Does it have an open government lens?</b> Yes</li> <li>• <b>Potential for results:</b> Modest</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Completion:</b> Limited</li> <li>• <b>Early results:</b> No Notable Results</li> </ul>
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For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 1, Commitment 1.

This commitment intended to pilot Youth Councils in two provinces, within all their provincial, district, and local levels of government. Following the pilot, the commitment planned to support establishment of youth councils across all the country's provinces, as mandated by National Youth Development Act 2014.<sup>2</sup> During the implementation period, the commitment established one local level council in 2023—the Kutubu Youth Council in the Nipa-Kutubu District of the Southern Highlands Province. It is funded by the Santos Foundation, an arm of an oil and gas company operating in the area. In comparison, the pre-existing Esa'ala Youth Council of the Milne Bay Province, established in 2019, has representation in the Esa'ala District Development Authority (DDA) meetings and is funded by the DDA's District Services Improvement Program (DSIP), a fund overseen by the district's member of parliament, who also chairs the DDA.<sup>3</sup> Following the implementation period, four more local-level youth councils were established in the Nipa-Kutubu District in September 2024: Nipa Basin, Nembi Plateau, Poroma, and Mt. Bosavi. These councils will be funded by the Nipa-Kutubu District Development Authority and the Santos Foundation.<sup>4</sup> Overall, implementation was impacted by capacity gaps at the National Youth Development Authority (NYDA), the commitment lead, who operates from Port Moresby and does not have offices at the provincial level. A freeze on recruitment for subnational level positions by the Department of Personnel Management means that NYDA relies on provincial community development officers, who have additional responsibilities beyond youth work.<sup>5</sup>

Beyond the Esa'ala and Nipa-Kutubu districts, youth participation at the provincial and district levels is mostly absent. The DDA Act<sup>6</sup> does not mandate youth representation in DDA meetings. The absence of active youth councils in most provinces prevents youth representation in Provincial Assembly meetings, despite the Organic Law on Provincial and Local Level Government<sup>7</sup> providing for such representation. At the national level, an interim youth board has operated since 2014. According to participants,<sup>8</sup> the board is comprised of individuals older than the range of 12 to 30 years old defined by PNG's National Youth Policy.<sup>9</sup> The IRM notes that the existence of youth networks may not translate into participation unless legislation makes their participation in decision-making mandatory. Amending the DDA Act to require youth representation in all DDAs could significantly improve youth involvement in decision-making. Given inconsistent implementation of existing legislation, progress will also require funding and capacity building. The Department of Personnel Management could also be mandated to allow youth positions at the subnational level to be filled.

### Commitment 2: GoPNG-CSO Partnership Policy

<ul style="list-style-type: none"> <li>• <b>Verifiable:</b> Yes</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Completion:</b> Not Started</li> </ul>
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<ul style="list-style-type: none"> <li>• <b>Does it have an open government lens?</b> Yes</li> <li>• <b>Potential for results:</b> Modest</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Early results:</b> Not Notable Results</li> </ul>
<p>For reference in <a href="#">Papua New Guinea's 2022–2024 National Action Plan</a>, see Cluster 1, Commitment 2.</p>	
<p>This commitment aimed to develop a Government-CSO Partnership Policy through a series of consultations, but did not see progress during the implementation period. After the implementation period, the Department of Community Development and Religion, the implementing agency, held a validation workshop on the policy on 9–10 September 2024.<sup>10</sup> Transparency International Papua New Guinea (TIPNG) circulated the policy widely among CSOs, requesting their feedback by 27 September 2024. TIPNG sought an extension from government to allow more time for civil society to provide input on the policy.<sup>11</sup> The policy's results will depend on whether it addresses risks related to civil society independence and corruption of public funds. This policy is particularly important because it could enable CSO participation in DDAs. However, it would likely require an amendment to the DDA Act to mandate CSO involvement in these authorities. According to the Department of National Planning and Monitoring, the policy is expected to be submitted for National Executive Council deliberation in 2025 and implemented through the next OGP action plan.<sup>12</sup></p>	
<p><b>Commitment 3: Informal Economy Voice Strategy</b></p>	
<ul style="list-style-type: none"> <li>• <b>Verifiable:</b> Yes</li> <li>• <b>Does it have an open government lens?</b> Yes</li> <li>• <b>Potential for results:</b> Modest</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Completion:</b> Not Started</li> <li>• <b>Early results:</b> No Notable Results</li> </ul>
<p>For reference in <a href="#">Papua New Guinea's 2022–2024 National Action Plan</a>, see Cluster 1, Commitment 3.</p>	
<p>This commitment intended to design an Informal Economy Voice Strategy to integrate informal vendors into the formal economy, but did not see progress during the implementation period. After the implementation period, the Department of Community Development and Religion, the government co-chair and implementing agency, held a validation workshop on the policy on 18–19 September 2024.<sup>13</sup> TIPNG circulated the policy widely among CSOs, requesting their feedback by 27 September 2024. TIPNG sought an extension from government to allow more time for civil society to provide input on the policy.<sup>14</sup> The policy was incorporated into the National Informal Economy Policy, which was awaiting submission to the National Executive Council in December 2024.<sup>15</sup></p>	
<p><b>Commitment 4: Citizen Engagement in Budgeting &amp; Planning</b></p>	
<ul style="list-style-type: none"> <li>• <b>Verifiable:</b> Yes</li> <li>• <b>Does it have an open government lens?</b> Yes</li> <li>• <b>Potential for results:</b> Modest</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Completion:</b> Limited</li> <li>• <b>Early results:</b> No Notable Results</li> </ul>
<p>For reference in <a href="#">Papua New Guinea's 2022–2024 National Action Plan</a>, see Cluster 1, Commitment 4.</p>	



This commitment sought to engage citizens in government budget planning and formulation, as well as in monitoring and reporting on budget implementation. The non-governmental organisation Consultative Implementation and Monitoring Council (CIMC) held four regional consultations in 2024 with key government agencies and stakeholders. This marked PNG's first comprehensive public engagement on budgeting and accountability. Participating provincial officials and community representatives recommended measures to enhance transparency. For instance, these included implementing social audits where the public verifies project expenditures on-site and making audit and budget reports more accessible by providing simplified summaries, potentially translated into Tok Pisin.<sup>16</sup> By January 2025, these recommendations were not yet implemented. However, a report was finalized and awaiting deliberation by the National Executive Council, according to the Department of National Planning and Monitoring.<sup>17</sup> The Australian Department of Foreign Affairs and Trade's 2022–2026 Building Community Engagement in PNG Program (BCEP) funded the consultations,<sup>18</sup> which were also supported by the OGP secretariat. The IRM did not find evidence of the implementation of other milestones.

Moving forward, CIMC hopes to begin holding the consultations annually by securing ongoing BCEP funding, while government departments plan to propose its inclusion in the 2024 budget.<sup>19</sup> However, funding, sustainability, and ownership remain uncertain. The continued importance of this effort is underlined by the 2023 Open Budget Survey which scored PNG 0/100 on public participation.<sup>20</sup>

#### Commitment 5: Timely Production and Publication of Annual Audit Reports

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| <ul style="list-style-type: none"> <li>• <b>Verifiable:</b> Yes</li> <li>• <b>Does it have an open government lens?</b> Yes</li> <li>• This commitment has been clustered as: Fiscal Transparency (Commitments 5, 9, 10, 11, and 12)</li> <li>• <b>Potential for results:</b> Substantial</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Completion:</b> Limited</li> <li>• <b>Early results:</b> No Notable Results</li> </ul> |
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For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 2, Commitment 1.

This commitment aimed to provide timely central government budget and financial reports, annual audit reports to Parliament, and a review of the Audit Act 1989. The Department of Treasury continued to publish the budget and budget outcomes report. Otherwise, the commitment's milestones were not completed. One goal was for state-owned enterprises to submit financial reports to the Treasury, which was not met. State-owned enterprises take out loans guaranteed by the government, but these loans are not made public or reported to the Department of Treasury, which is mandated to publish government debt.<sup>21</sup> The Auditor General's Office was meant to audit 1,580 entities that received public money each year, but lacked the resources to audit all of them, so focused on central agencies.<sup>22</sup> Even audited reports remained unpublished. According to PNG's Audit Act,<sup>23</sup> the Auditor General cannot publish reports without tabling in parliament. By June 2024, about 100 audit reports remained unpublished because the Public Accounts Committee hadn't reviewed and tabled them in parliament.<sup>24</sup> The committee, made up of members of parliament, is mostly inactive.



Beyond the commitment's scope, the Auditor-General regained constitutional independence during the implementation period. In 2022, the Supreme Court ruled parliamentary provisions from 2020 unconstitutional, which had given the Department of the Prime Minister and National Executive Council the authority to direct the Auditor-General's operations.<sup>25</sup> During public consultations in 2024 (see Commitment 4), participants recommended social auditing and increased accessibility of reports so that the Auditor General's Office could engage with the public at project sites to verify whether funds allocated for development projects are being properly used. This recommendation arose from concerns that members of parliament often claim to spend District Services Improvement Program funds on non-existent projects. To enhance accessibility, it was suggested that the Auditor General's Office could publish summaries of audit reports for public understanding, with the possibility of translating these summaries into Tok Pisin.<sup>26</sup>

#### Commitment 6: Access to Information Legislation

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| <ul style="list-style-type: none"> <li>• <b>Verifiable:</b> Yes</li> <li>• <b>Does it have an open government lens?</b> Yes</li> <li>• <b>Potential for results:</b> Substantial</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Completion:</b> Limited</li> <li>• <b>Early results:</b> No Notable Result</li> </ul> |
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For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 3, Commitment 1.

This commitment sought to pass the Access to Information Act, but the act was not passed. During the implementation period, a drafting committee was established.<sup>27</sup> Beyond the commitment, PNG used other avenues to progress the framework for access to information. TIPNG and the Department of Information and Communications Technology drafted a National Right to Information Policy with support from the United Nations Development Program. The draft was released for public comment on the department's website.<sup>28</sup>

In addition, a landmark Supreme Court ruling in November 2023 enforced freedom of information under Section 51 of the Constitution. The case centred on the Solwara 1 Project, the world's first commercial seabed mining operation. When the government refused to release the details of the license issued to the company, the Centre for Environmental Law and Community Rights Incorporated challenged this decision at the Supreme Court. The Supreme Court ordered the government to release the permits, marking a significant precedent.<sup>29</sup>

#### Commitment 7: National E-Government Portal

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| <ul style="list-style-type: none"> <li>• <b>Verifiable:</b> Yes</li> <li>• <b>Does it have an open government lens?</b> Yes</li> <li>• This commitment has been clustered as: Digital Government (Commitments 7, 8, and 16)</li> <li>• <b>Potential for results:</b> Modest</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Completion:</b> Limited</li> <li>• <b>Early results:</b> No Notable Results</li> </ul> |
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For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 3, Commitment 2.

This commitment aimed to centralise online public access to government services and information. During the implementation period, it undertook preparatory work for the National E-Government Portal. After the action plan ended, in September 2024, a National Data Centre/Government Cloud was launched.<sup>30</sup> The Department of Information and Communications launched the E-Government Portal in August 2024, followed by a second version in October 2024.<sup>31</sup>

The portal's first feature, developed in partnership with the police, streamlined the police clearance process, reducing processing time from a week to nine hours based on trial results.<sup>32</sup> As of October 2024, plans were underway to integrate other services, such as passport and health-related processes. While improving access to government services is important, the new portal did not yet align directly with the OGP values of transparency, accountability, and participation, as it did not yet require government agencies to share any data they were not already disclosing or include a feedback mechanism for citizen complaints on government services. Moving forward, the Department of Information and Communication Technology is considering establishing a Data Portal,<sup>33</sup> which could produce open government results in the longer term.

#### Commitment 8: Digital Government Legislation, Strategy, and Policy

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| <ul style="list-style-type: none"> <li>• <b>Verifiable:</b> Yes</li> <li>• <b>Does it have an open government lens?</b> Yes</li> <li>• This commitment has been clustered as: Digital Government (Commitments 7, 8, and 16)</li> <li>• <b>Potential for results:</b> Modest</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Completion:</b> Complete</li> <li>• <b>Early results:</b> No Notable Results</li> </ul> |
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For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 3, Commitments 3a and 3b.

This commitment intended to enact a digital government act, strategy, and policy. The Digital Government Act<sup>34</sup> was passed in 2022, establishing a framework for using information and communication technologies (ICT) across government. The Digital Government Plan 2023–2027<sup>35</sup> was developed and endorsed by the National Executive Council in February 2023. The Digital Government Plan 2023–2027 supports the goals of the Medium-Term Development Plan 2023–2027<sup>36</sup> and the Medium-Term Revenue Strategy 2023–2027, both of which emphasise the importance of digitalising government services. It also builds on earlier ICT initiatives, including the ICT Roadmap 2018 and the PNG Digital Transformation Policy 2020.<sup>37</sup> The Digital Government Act, along with its policy and strategy, focus on internal digital government systems and improving public access to digital government services. These are a positive step for digitising government. However, according to CIMC, they have not yet improved the quality of open data or widening access to government information.<sup>38</sup> Moving forward, the Digital Government Plan includes the intention to publish standards on open data.<sup>39</sup>

#### Commitment 9: Monitoring and Reporting on the Budget Expenditure

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- This commitment has been clustered as: Fiscal Transparency (Commitments 5, 9, 10, 11, and 12)
- **Potential for results:** Substantial

- **Completion:** Limited
- **Early results:** No Notable Results

For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 4, Commitment 1.

This commitment sought to improve monitoring of public expenditure by enacting the Planning and Monitoring Responsibility Act. One milestone was completed—the Departments of Treasury and of National Planning and Monitoring sent a circular letter to agencies requesting submission of their budget implementation reports on a quarterly basis.<sup>40</sup> Although the Planning and Monitoring Responsibility Act was not enacted during the implementation period, the Department of National Planning and Monitoring expects it to be gazetted by June 2025.<sup>41</sup>

Overall, there remains a need to improve monitoring of public expenditure. According to the 2023 Open Budget Survey, PNG had weak budget oversight.<sup>42</sup> Key expenditures continue to be poorly monitored, like the more than K2 billion (\$1 billion) District Services Improvement Program (DSIP) funds given to the 96 district members of Parliament.<sup>43</sup> Due to political interference, DDAs continue to receive DSIP funds without submitting the required acquittals, and the Department of Implementation and Rural Development has not published reports on whether it has conducted oversight visits since 2016.<sup>44</sup>

#### Commitment 10: Timely Publication of Fiscal Information

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- This commitment has been clustered as: Fiscal Transparency (Commitments 5, 9, 10, 11, and 12)
- **Potential for results:** Substantial

- **Completion:** Limited
- **Early results:** No Notable Results

For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 4, Commitment 2.

This commitment aimed to ensure that the country's fiscal information is available to the public in a more timely and accessible manner. The Department of Treasury continued to publish the budget, supplementary budget, mid-term strategic reports, mid-year fiscal outlook, and the budget outcomes.<sup>45</sup> The quality and timeliness of fiscal information did not improve during the implementation period. According to the 2023 Open Budget Survey, the availability, timeliness, and comprehensiveness of key budget documents was insufficient to support informed public debate on the budget.<sup>46</sup> During public consultations in 2024 (see Commitment 4), participants recommended that the Department of Treasury publish short summaries of budget reports for public understanding, with the possibility of translating these summaries into Tok Pisin.<sup>47</sup>

#### Commitment 11: Roll-out of the IFMS

- **Verifiable:** Yes
- **Does it have an open government lens?** No
- This commitment has been clustered as: Fiscal Transparency (Commitments 5, 9, 10, 11, and 12)
- **Potential for results:** Substantial

- **Completion:** Limited
- **Early results:** No Notable Result

For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 4, Commitment 3.

This commitment intended to integrate all institutions that receive public money into the Integrated Financial Management System (IFMS), an IT-based system for financial management, budgeting, and accounting. Prior to the implementation period, in January 2022, IFMS had reached 75% of districts.<sup>48</sup> There is no publicly available data on the number of central government agencies, provincial governments, DDAs, statutory agencies, and state-owned enterprises integrated into the IFMS between 2022 and 2024. Interviewees reported mixed information on roll-out. One government official said all provinces were integrated,<sup>49</sup> while two others said six provinces were not yet integrated and no districts were integrated.<sup>50</sup> The IFMS information on the Department of Finance website was last updated in 2019.<sup>51</sup> In addition, to function properly, the IFMS requires stable internet connectivity with sufficient bandwidth, but this level of connectivity is only available to 32% of the population.<sup>52</sup> Connectivity is especially limited in rural districts, where DDAs are the primary service delivery mechanism.

#### Commitment 12: Publication of Warrants and Cash Remittance to Subnational

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- This commitment has been clustered as: Fiscal Transparency (Commitments 5, 9, 10, 11, and 12)
- **Potential for results:** Substantial

- **Completion:** Limited
- **Early results:** No Notable Results

For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 4, Commitment 4.

Through this commitment, the National Economic and Fiscal Commission (NEFC) sought to publicly disclose timely and accurate fiscal data for each province and district. During the implementation period, it made progress on three of the five planned milestones. On its website, NEFC published a report in 2024 with detailed data on provincial revenue collections from 2016 to 2020, as it had published in 2018. Like previous years, it also continued to publish annual fiscal reports in 2022, 2023, and 2024 online, which address grants to provincial and local government. The 2024 report included warrants for provinces and local governments.<sup>53</sup> In September 2022, NEFC also published these warrants in newspapers<sup>54</sup> and online,<sup>55</sup> as it had from 2008 to 2016. Efforts to produce annual expenditure reports and budget scorecards were not completed, according to the PNG self-assessment report.<sup>56</sup> This commitment continued existing practices, but did not meaningfully improve the quality and timeliness of fiscal information. According to the 2023 Open Budget Survey, the availability, timeliness, and comprehensiveness of key budget documents was insufficient to support informed public debate on the budget.<sup>57</sup>

**Commitment 13: Establishment of EITI Commission**

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| <ul style="list-style-type: none"> <li>• <b>Verifiable:</b> Yes</li> <li>• <b>Does it have an open government lens?</b> Yes</li> <li>• This commitment has been clustered as: Extractive Resources Transparency (Commitments 13–15)</li> <li>• <b>Potential for results:</b> Modest</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Completion:</b> Not Started</li> <li>• <b>Early results:</b> No Notable Results</li> </ul> |
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For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 5, Commitment 1.

This commitment failed to establish an EITI Commission, due to delays in passing the necessary legislation.<sup>58</sup> The commission was meant to replace the PNG EITI Multi-Stakeholder Group, which has voluntary membership.

**Commitment 14: Enactment of EITI Reporting Legislation**

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| <ul style="list-style-type: none"> <li>• <b>Verifiable:</b> Yes</li> <li>• <b>Does it have an open government lens?</b> Yes</li> <li>• This commitment has been clustered as: Extractive Resources Transparency (Commitments 13–15)</li> <li>• <b>Potential for results:</b> Modest</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Completion:</b> Not Started</li> <li>• <b>Early results:</b> No Notable Results</li> </ul> |
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For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 5, Commitment 2.

This commitment failed to enact EITI Reporting Legislation. This legislation was meant to require amendment of various regulations, ensuring that the extractive companies report on their operations and revenues across the entire value chain. This legislation would also have mandated government disclosure of how it spends revenue from the extractive sector and assessment of the impact of this expenditure.

**Commitment 15: Annual Production and Publication of EITI Reports**

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| <ul style="list-style-type: none"> <li>• <b>Verifiable:</b> Yes</li> <li>• <b>Does it have an open government lens?</b> Yes</li> <li>• This commitment has been clustered as: Extractive Resources Transparency (Commitments 13–15)</li> <li>• <b>Potential for results:</b> Modest</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Completion:</b> Limited</li> <li>• <b>Early results:</b> No Notable Results</li> </ul> |
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For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 5, Commitment 3.

This commitment aimed to ensure annual EITI reporting. In June 2024, the PNG EITI produced its 10<sup>th</sup> EITI report covering 2022.<sup>59</sup> The EITI report typically has a one-year lag; the 2022 report was meant to be published in 2023. The 2022 report provides a detailed overview of the extractive sector's contributions to the economy, taxation systems, and transparency in revenue distribution to the government and affected communities. It also addresses gaps

identified in previous reports and recommendations from a 2018 validation assessment by EITI. Additionally, the report covers subnational payments, beneficial ownership disclosures, contract transparency, production and export data, state-owned entities, gender disparities, and environmental impacts throughout the sector. The 2022 report highlighted systematic weaknesses in government systems and processes. There remain data and information gaps where corrective actions are required for greater transparency and accountability in the sector. While the report is comprehensive, it is not more timely than the report that preceded this commitment. PNG EITI notes that this commitment's limited completion was due to lags in disclosure of information by companies and government agencies. PNG EITI does not have the authority to compel these stakeholders to disclose information. Beyond this commitment, PNG EITI is engaged in producing reports that identify gaps in legislation that hinder disclosure and that recommend necessary amendments.<sup>60</sup> Despite these reports, many relevant laws have not been amended—only the Income Tax Act<sup>61</sup> and the Company Act were amended in 2017 and 2022 respectively.

#### Commitment 16: Roll-out of the National Identity Project

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| <ul style="list-style-type: none"> <li>● <b>Verifiable:</b> Yes</li> <li>● <b>Does it have an open government lens?</b> Yes</li> <li>● This commitment has been clustered as: Digital Government (Commitments 7, 8, and 16)</li> <li>● <b>Potential for results:</b> Modest</li> </ul> | <ul style="list-style-type: none"> <li>● <b>Completion:</b> Limited</li> <li>● <b>Early results:</b> No Notable Result</li> </ul> |
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For reference in [Papua New Guinea's 2022–2024 National Action Plan](#), see Cluster 6, Commitment 1.

This commitment intended to continue roll-out of the National Identification (NID) system, to be used as a basis for biometric voting. NID was to purchase machines, increase recruitment, start printing IDs in the provinces, and increase NID registrations to 100,000 per month, among other steps. However, an NID representative reported that these goals were not achieved due to under-funding and limited capacity.<sup>62</sup> It is unclear how many people were registered for NID during this commitment's implementation period. Between NID's launch in 2015 and March 2024, 3.3 million people were registered, but only 1.2 million were issued NID cards, while the rest received birth certificates.<sup>63</sup>

Registering the entire population of 10.4 million people<sup>64</sup> and issuing NID cards require significant efforts. There is also a continued need to develop strong personal data protection safeguards in collaboration with civil society. In 2024, the Department of Information and Communications Technology drafted the National Data Governance and Data Protection Policy.<sup>65</sup> In addition, there is a need for greater transparency on the NID Project's procurement process, along with clearer leadership, agency ownership, and funding for its implementation.

<sup>1</sup> Editorial notes:

1. For commitments that are clustered, the assessment of potential for results and early results is conducted at the cluster level, rather than the individual commitment level.
2. Commitments' short titles may have been edited for brevity. For the complete text of commitments, see: 'Papua New Guinea Open Government Partnership National Action Plan 2022–2024,' Open Government



- Partnership Papua New Guinea, March 2022, <https://www.opengovpartnership.org/documents/papua-new-guinea-action-plan-2022-2024-june>.
3. For more information on the assessment of the commitments' design, see: 'IRM Action Plan Review: Papua New Guinea 2022–2024,' Open Government Partnership, 9 November 2022, <https://www.opengovpartnership.org/documents/papua-new-guinea-action-plan-review-2022-2024>.
  - <sup>2</sup> 'National Youth Development Authority Act No. 28 of 2014,' National Parliament of Papua New Guinea, 21 October 2014, <https://www.parliament.gov.pg/uploads/acts/14A-28.pdf>.
  - <sup>3</sup> National Youth Development Authority, interview by the IRM, 5 August 2024.
  - <sup>4</sup> Steven Kenda, 'NYDA Continues Youth Mobilisation and Empowerment Movement: Nipa-Kutubu Sets Up Four Youth Councils,' The PNG Sun, 1 October 2024, <https://www.thepngsun.com/nyda-continues-youth-mobilisation-and-empowerment-movement-nipa-kutubu-sets-up-four-youth-councils>.
  - <sup>5</sup> National Youth Development Authority, interview.
  - <sup>6</sup> 'District Development Authority Act No. 40 of 2014,' National Parliament of Papua New Guinea, 22 December 2014, <https://www.parliament.gov.pg/uploads/acts/14A-40.pdf>.
  - <sup>7</sup> 'Organic Law on Provincial Governments and Local-level Governments 2014,' Pacific Islands Legal Information Institute, 1 December 2014, [https://www.pacii.org/pg/legis/consol\\_act/olopgalg2014616](https://www.pacii.org/pg/legis/consol_act/olopgalg2014616).
  - <sup>8</sup> National Youth Development Authority, interview.
  - <sup>9</sup> Jason Dom, 'Youth plans reach rural areas,' The National, 31 July 2020, <https://www.thenational.com.pg/youth-plans-reach-rural-areas/#:~:text=For%20Papua%20New%20Guinea%20the,of%2015%20to%2038%20years>.
  - <sup>10</sup> Department for Community Development and Religion, 'Final Validation Workshop for State-CSO Partnership Policy Kicks Off,' Facebook, 10 September 2024, <https://www.facebook.com/share/p/GEMRaVcSa5J4vXPH/?mibextid=WC7FNe>.
  - <sup>11</sup> Transparency International Papua New Guinea, correspondence with the IRM, 9 September 2024.
  - <sup>12</sup> The Department of National Planning and Monitoring, correspondence with the IRM, 11 March 2025.
  - <sup>13</sup> Department for Community Development and Religion, 'Final Validation Workshop for State-CSO Partnership Policy Kicks Off.'
  - <sup>14</sup> Transparency International Papua New Guinea, correspondence.
  - <sup>15</sup> 'PNG Open Government Partnership National Action Plan 2 (2022–2024) End-of-Term Self-Assessment,' Transparency International PNG, December 2024.
  - <sup>16</sup> Consultative Implementation and Monitoring Council, interview by the IRM, 1 August 2024; Institute of National Affairs, interview by the IRM, 6 August 2024.
  - <sup>17</sup> Comment from the Department of National Planning and Monitoring during pre-publication period, 30 January 2025.
  - <sup>18</sup> 'Building Community Engagement in Papua New Guinea,' Department of Foreign Affairs and Trade of Australia, accessed 6 January 2025, <https://www.dfat.gov.au/publications/development/building-community-engagement-papua-new-guinea-#:~:text=The Building Community Engagement in PNG Program %28BCEP,, CSEP – Strong Democracies for a Stable Future>.
  - <sup>19</sup> Department of Treasury, interview by the IRM, 9 August 2024.
  - <sup>20</sup> 'Open Budget Survey Papua New Guinea 2023,' International Budget Partnership, 2023, <https://internationalbudget.org/open-budget-survey/country-results/2023/papua-new-guinea>.
  - <sup>21</sup> Department of Treasury, interview.
  - <sup>22</sup> Auditor General's Office, interview by the IRM, 29 August 2024.
  - <sup>23</sup> 'Audit Act 1989,' Pacific Islands Legal Information Institute, [https://www.pacii.org/pg/legis/consol\\_act/aa198971](https://www.pacii.org/pg/legis/consol_act/aa198971).
  - <sup>24</sup> Gorethy Kenneth, 'Outstanding audit reports yet to be addressed: Kega,' Post Courier, 27 June 2024, <https://www.postcourier.com.pg/outstanding-audit-reports-yet-to-be-addressed-kega>.
  - <sup>25</sup> 'Reference by the Public Solicitor re Jurisdiction of the Public Services Commission and the Powers and Functions of the Auditor-General [2022] PGSC 98; SC2299,' Pacific Islands Legal Information Institute, 11 October 2022, <https://www.pacii.org/pg/cases/PGSC/2022/98.html>.
  - <sup>26</sup> Auditor General's Office, interview.
  - <sup>27</sup> 'PNG Open Government Partnership National Action Plan 2 (2022–2024) End-of-Term Self-Assessment,' Transparency International Papua New Guinea, December 2024.
  - <sup>28</sup> 'National Right to Information Policy 2020–2030,' Department of Information and Communications Technology, <https://www.ict.gov.pg/national-right-to-information-policy-2020-2030>.
  - <sup>29</sup> Anthony Walep, Renata Yayabu, and Bal Kama, 'Promoting Government Transparency in PNG: Freedom of Information and the Seabed Mining Case,' Australian National University, 2 April 2024, <https://openresearch-repository.anu.edu.au/server/api/core/bitstreams/6759882a-296c-49bc-a580-55c6ee0324d1/content>.
  - <sup>30</sup> 'PNG Open Government Partnership National Action Plan 2 (2022–2024) End-of-Term Self-Assessment,' Transparency International Papua New Guinea.
  - <sup>31</sup> 'Papua New Guinea Gavman Portal,' Gavman, accessed 6 January 2025, <https://www.gavman.gov.pg/dashboard>.

- <sup>32</sup> Majeleen Yanei, 'Online police clearance system launched,' The National, 12 August 2024, <https://www.thenational.com.pg/online-police-clearance-system-launched>.
- <sup>33</sup> Comment from the Department of National Planning and Monitoring during pre-publication period, 30 January 2025.
- <sup>34</sup> 'Digital Government Act 2022,' Department of Information and Communications Technology, <https://www.ict.gov.pg/digital-government-act-2022>.
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