

Independent State of Papua New Guinea

NATIONAL POLICY ON SOCIAL PROTECTION



2015-2020

DEPARTMENT FOR COMMUNITY DEVELOPMENT & RELIGION



Enabling a better future



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“CREATING A SUSTAINABLE FUTURE FOR THE VULNERABLE AND DISADVANTAGED PEOPLE THROUGH PARTNERSHIPS THAT TRANSFORM COMMUNITIES”

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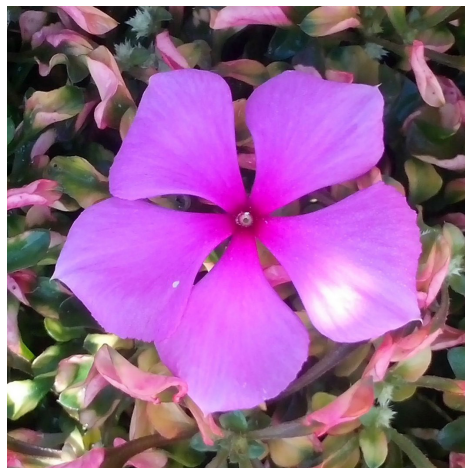
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Department for Community Development and Religion

The color of the perwinkle flower below represents the Vulnerable and Disadvantaged Groups of People. Its five petals represents the Five Models, the Five Principles and the Five Approaches of the Papua New Guinea National Policy on Social Protection 2015 - 2020.



“CREATING A SUSTAINABLE FUTURE FOR THE VULNERABLE AND DISADVANTAGED GROUPS OF PEOPLE THROUGH PARTNERSHIPS THAT TRANSFORM COMMUNITIES”

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Abbreviations

Abbreviation	Meaning
NPSP.....	National Policy on Social Protection
VDG.....	Vulnerable and Disadvantaged Group
DSP.....	Development Strategic Plan
MTDP.....	Medium Term Development Plan
ICDP.....	Integrated Community Development Policy
ECCD.....	Early Childhood Care and Development Policy
LPA.....	Lukautim Pikinini Act
DfCDR.....	Department for Community Development & Religion
NIEP.....	National Informal Economy Policy
DSI.....	DS International Inc.
DP.....	Development Partners
ART.....	Anti-retroviral Treatment
VCT.....	Voluntary Counselling & Testing
SP.....	Social Protection
SPSN.....	Strongim Pipol Strongim Nesen
SIP.....	Social Inclusion Policies
NID.....	National Identification of Citizens
CR.....	Civil Registry
DP.....	Development Partners
CBP.....	Capacity Building Plan

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Minister's Foreword



I announce with great pleasure and honour on behalf of the National Government and people of Papua New Guinea the endorsement of the National Policy on Social Protection (2015-2020). The need for Policy initially stems from the concern for the impact of economic downturns including the susceptibility to natural calamities which make families and citizens in Papua New Guinea vulnerable and disadvantaged.

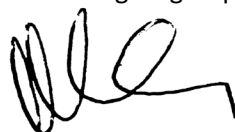
The interest of the Vulnerable and Disadvantaged groups of people have always been the mandate of Ministry of Religion, Youth and Community Development therefore it is fitting the responsibility was given to my Department to develop the National Policy on Social Protection (2015 – 2020) and I am happy to say the Policy has been six (6) years in the making - a comprehensive research and consultations both locally and internationally have been undertaken to develop this policy and I would like to take this opportunity to thank the Department team, the Social Protection Taskforce and Development Partners to finally have in place a Policy Framework on Social Protection for the vulnerable and disadvantaged groups of people in Papua New Guinea.

The practice of Social Protection is not new to Papua New Guinea society except that the terminology is recent. "Protection" and "assistance" has been a universal norm in our culture. The principles of protection and assistance to the vulnerable and disadvantaged members of the society are still alive and widely practiced. However as a function of time, the dynamics of the social protection practices also changed due to the monetisation cultural shift we experience today. While the shift has been the worldwide trend, it has been so far beneficial to some while many are still struggling to cope with the changes taking place around them on daily basis.

It is the utmost priority of the Government within this context to ensure the vulnerable and disadvantaged groups of people in our society are receiving services to a minimum standard of living. This means all barriers hindering effective services to the vulnerable and disadvantaged groups are addressed to deliver sustainable service program to achieve desirable development outcomes for the vulnerable and disadvantaged groups.

The vulnerable and disadvantaged groups of people are an important development sector accounted through a life-cycle from conception to birth and from birth to death. Issues, circumstances and conditions one is subjected to throughout life either enhances or disempowers the quality of his or her life. Gender, old age and disability are pre-determined parameters within population structure coupled with socio-economic circumstances, conditions and natural calamities add to the vulnerability a person, families and communities face. This is the underlying context of the National Policy on Social Protection.

Therefore this Policy is an overarching Policy for the Social Protection Sector that requires strategies for specific issues for the vulnerable and disadvantaged groups of people within all sectors and levels of Government, administration and society. I conclude with an invite to all partners and stakeholders to work with Government to implement this Policy to improve the lives of vulnerable and disadvantaged groups in Papua New Guinea.

A handwritten signature in black ink, appearing to be 'Delilah Gore', written in a cursive style.

HONOURABLE DELILAH GORE, MP MINISTER FOR COMMUNITY DEVELOPMENT, YOUTH AND RELIGION AND MEMBER FOR SOHE

Introduction by Secretary



With great sense of privilege and honor, I hereby introduce an exemplary Policy for the National Government on Social Protection for the vulnerable and disadvantaged group of people“ (VDGs) in Papua New Guinea. My Department was at the helm of the process in driving this Government priority since 2009. The process was although slow and long, it was also very exhaustive, comprehensive and rewarding indeed. The Policy is a stand along document taking into account the holistic, multi-sectoral and multi- functional nature of social protection. Therefore to effectively implement this Policy each sector requires specific strategies to tailor social protection interventions.

In addition each sector is required to properly characterise social protection targets. For instance “Lukautim Pikinini” the Child Welfare sector requires the identification of the forms, types and kinds of social protection groups in-order to effectively identify the right target groups and implement a program to safeguard those vulnerable and disadvantaged children.

Building on from our socio-cultural practices the Policy embraces different statutory functions and institutional dimensions of a formal social protection system as required under the Policy. The functional orientation within the Department has been the catalyst to drive development for the vulnerable, disadvantaged and the marginalised persons which this Policy is founded on.

Furthermore this Policy is not about reinventing the wheels but will provide an overarching Policy guide for every sectors and actors to effectively address obstacles hindering the VDGs to receive services to a minimum standard of living.

Finally I encourage everyone from Government, Churches, NGOs and Development Partners to work together in partnership to improve access to and quality of services to the vulnerable and disadvantaged group of people in Papua New Guinea.

I conclude by sincerely thanking and congratulate the drafting team of my Department under the leadership of Acting Deputy Secretary Corporate Services and Deputy Secretary Community Development who formulated this Policy document in a very short period of time.

I also extend my appreciation to the Technical Working Group from Department of Health, Department of Agriculture & Livestock, Department of Labour & Industrial Relations, Department of National Planning & Monitoring and Department of Community Development & Religion. I further appreciate and acknowledge participation, project inputs and experiences and assistance from our development partner from World Bank, UNICEF, UNCDF, DS International Inc., New Ireland Provincial Government and members of the National Task Force on Social Protection.

To our partners please do not hesitate to consult my Department for advice and assistance in implementing this Policy.

A handwritten signature in black ink, appearing to read 'Anna Solomon', written in a cursive style.

ANNA SOLOMON

SECRETARY, DEPARTMENT FOR COMMUNITY DEVELOPMENT & RELIGION

Executive Summary

This document presents the National Policy on Social Protection, the objective of which is to guide the development of Social Protection in Papua New Guinea. The right to social protection in Papua New Guinea is expressed explicitly and implicitly through a range of instruments, including the Universal Declaration of Human Rights and the Papua New Guinea Constitution.

The long term objective of the Policy is that the provision of social protection will benefit all groups within the country and will be comprehensive. The policy is based on an approach of progressive universality. The initial policy objective is to implement social protection programmes to address the particular needs of those who are vulnerable or disadvantaged.

As the implementation of social protection in Papua New Guinea progresses and the pattern of needs changes over time, the policy will be further expanded and developed. This policy statement is therefore a 'living document'.

Chapter One: Introduction. The Chapter provides the over-view of social protection. The special role of social protection as part of social policy is to address the needs of individuals, families and communities – men, women and children - who are disadvantaged, or who are vulnerable to or have been impacted by events of a kind to undermine their livelihood, wellbeing or health. Vulnerability describes the situation of people who have a higher risk of suffering an event which would result in their livelihood, wellbeing or health being undermined. Disadvantage describes the situation of people who have suffered an event which has led to their livelihood, wellbeing or health being undermined. These concepts are reflected in the long-term vision of comprehensive coverage, supporting all individuals and families at a level of, at least, a defined minimum standard of living, and encompassing aspects of social development and empowerment, allowing the realization of their rights in this regard. An important aspect is the recognition of the family as the fundamental socio-cultural/socio-economic unit in our society, and the criticality of ensuring the needs of women, men and children are fully addressed.

The Policy sets out the scope and the mechanisms of social protection which will underpin the development of social protection, and sets out the range of functions which must be carried out in order to operationalize and develop social protection in Papua New Guinea. Chapter One also discusses the way in which the National Policy fits into the most widely agreed global framework for the provision of social protection: the National Social Protection Floor.

Chapter Two: Social Protection within the Social Sector Policy Framework in PNG. This chapter sets out a broad picture of the framework in which the Policy will to implement. Global, Pacific and traditional Papua New Guinean wantok-based social protection perspectives and recent government initiatives are discussed. Chapter Two also provides an overview of the social environment, including population trends, trends to urbanization and labour and employment trends (with reference to both the formal and informal sectors). Integrated community development is discussed as one of the key mechanisms for development in Papua New Guinea, providing a holistic and integrated approach to community centered development.

Chapter Two then describes the ways in which vulnerability and disadvantage are experienced by specific groups within the population; these include children (noting the Lukautim Pikinini Act 2009), youth, women, and persons with disabilities, the elderly, and people living with HIV/AIDS. The Chapter then discusses aspects of the broad social sector policy framework, in particular recent

initiatives to strengthen the provision of healthcare, public health and education. There is also a brief discussion of several administrative aspects of the policy framework, including the roll-out of the electronic national identification system.

Chapter Three: National Social Protection Policy 2015-2020. Chapter Three sets out the National Social Protection Policy. The policy Vision, Mission, Goals and Objectives are stated:

- **Vision:** all Papua New Guineans, and within the context of the focus of the National Social Protection Policy 2015-2020 , vulnerable and disadvantaged individuals and groups, will be provided with the support they require from Government, service providers and the wider civil society to enjoy their rights and to meet their development needs.
- **Mission:** to ensure that appropriate policy and service responses are available to those who are vulnerable and disadvantaged in meeting their rights and development needs underpinned by a minimum standard of living
- **Goal:** to develop a national social protection system which will provide appropriate material support to vulnerable and disadvantaged individuals and groups in Papua New Guinea.
- **Objectives:** The principal objectives are to guide the development, implementation and synchronization of policies at both the broad national and sectoral levels and at all levels of government and society

The policy approach is multi-dimensional, being one of: rights-based development, provision of support based on needs over the life-cycle, a systems approach incorporating integrated community development.

The Policy is founded on five core principles:

- **Protection:** Vulnerable and disadvantaged individuals and groups must be protected from unpredictable risks in their life.
- **Assistance:** Vulnerable and disadvantaged individuals and groups will require assistance which may encompass assistance in cash and in kind.
- **Empowerment:** Individuals, families and communities need to be empowered to act so as to address their own needs to the extent of their capacities. .
- **Transformation:** The outcome of social protection programs in PNG will provide a conducive environment for individuals, families and households to transform their lives to achieve better levels of wellbeing.
- **Resilience:** The Policy seeks to increase resilience, in particular the resilience of vulnerable and disadvantaged individuals and groups to respond to socio-economic and environmental shocks.

The implementation will be based on a set of supporting principals and approaches to good practice.

Chapter Four: National Social Protection Policy Strategies. Chapter Four introduces the range of strategies which must be developed in order to implement the Policy. The Policy is founded on the understanding that, in order to provide effective social protection programmes and services, in particular to vulnerable and disadvantaged individuals and families, it is a precondition to establish an appropriate and systematic institutional environment. The chapter goes on to set out the principal stages of a sequential approach: governance, policy implementation, finance and infrastructure and social protection programs and services.

There are five policy strategies:

- **One:** To guide the continuing development of an ultimately-comprehensive national social protection system for Papua New Guinea, initially targeting the vulnerable and disadvantaged groups
- **Two:** To guide the development, and integration within the wider set of social sectoral policies, of strategies and plans on social protection, targeting firstly the vulnerable and disadvantaged groups of people in Papua New Guinea
- **Three:** To guide the synchronization of sectoral policies and strategies on social protection
- **Four:** To provide a guide for development and implementation of specific programme interventions, of social protection in line with the models, principles and approaches advocated in this Policy, targeting initially the vulnerable and disadvantaged groups but also with a longer-term perspective.
- **Five:** To coordinate Policy implementation process across all sectors and on all levels of Government and society

Chapter Five: National Social Protection Policy Implementation Infrastructure. This chapter outlines the policy priorities in relation to implementation and infrastructure. The priorities are:

- **Resource mobilization:** Budget policies at all levels of Government and Administration will need to recognize the issues and needs of the “vulnerable and disadvantaged groups” in the wider community. Successful implementation is reliant on predictable and consistent financial strategies
- **Initial implementation focusing on the elderly and persons with disabilities.** The development of these provisions will pave the way, and provide lessons for further social protection provisions under this Policy in the future.
- **Awareness and advocacy:** The effectiveness of the Policy will rely on strong and in-depth awareness programmes covering Government, private sector, civil society and the community at large in relation to their roles and responsibilities.

It is crucial for implementation that key personnel are equipped with appropriate knowledge and skills, and information technology platforms. Policy implementation must therefore be accompanied by a plan for appropriate capacity building of the human resources of the different organisations involved in social protection programmes/projects. Partnerships with specialist organisations are envisaged for the development of the skills of project officers and as an important tool for building institutional capability.

Chapter Six: Monitoring and Evaluation Model: Implementation of social protection programs requires an effective monitoring and evaluation framework. The policy adapts the “theory of change” principle to measure expected the change resulting from improved social protection systems which support vulnerable and disadvantaged groups in Papua New Guinea. In order to assess performance of the national social protection program effectively, the “program logic model” under the theory of change will clarify the monitoring and evaluation process. The framework include the outcome flow-chart, the results chain, the logical framework, performance measurement framework and the evaluation. There should be a mid-term evaluation of the policy after two-years and a full evaluation.

Chapter One: Introduction

1.1 Objective of the National Social Protection Policy 2015-2020

The objective of the National Policy on Social Protection is to provide the overarching guide for the development of Social Protection in Papua New Guinea.

The policy will provide the key for Government across Papua New Guinea to advance the right of all people to benefit from social protection. The right to social protection is expressed explicitly and implicitly through a range of instruments, including the Universal Declaration of Human Rights and the Papua New Guinea Constitution.

The long term objective is that the provision of social protection will benefit all groups within the country and will be comprehensive. The initial policy objective is to implement social protection programmes to address the particular needs of those who are vulnerable or disadvantaged.

The policy establishes the platform for the implementation of social protection programmes using multi-dimensional approaches to promote sustainable social outcomes, the development of national social protection systems and infrastructures, advocacy for inclusive intervention strategies and programmes for both vulnerable and disadvantaged groups of people in Papua New Guinea. The Policy recognizes the complexities of vulnerability and disadvantage in Papua New Guinea and the scale of the needs of those who are most affected. This approach encompasses both livelihood support and improving access to relevant services.

This policy provides a guide for the initial development of social protection in Papua New Guinea. As the implementation of social protection in Papua New Guinea progresses and the pattern of needs changes over time, the policy will be further expanded and developed. This policy statement is therefore a 'living document'.

1.2 Overview of Social Protection

The National Policy on Social Protection is one of a range of policies addressing the social needs of the people of Papua New Guinea. The special role of social protection is to address the needs of individuals, families and communities – men, women and children - who are disadvantaged, or who are vulnerable to or have been impacted by events of a kind to undermine their livelihood, wellbeing or health.

This policy uses the term *vulnerability* to describe the situation of people who have a higher risk of suffering an event which would result in their livelihood, wellbeing or health being undermined. *Disadvantage* is used to describe the situation of people who have suffered an event which has led to their livelihood, wellbeing or health being undermined. Available evidence indicates that In Papua New Guinea the numbers of people who are vulnerable or disadvantaged is high by current world standards, in particular levels of vulnerability and disadvantage experienced by women and children. Children in particular are hardest hit when their basic needs are not met; they are dependent on others for the fulfillment of their needs and the denial of which can have far-reaching and long-term adverse consequences.

Accordingly, the paramount concern of the social protection policy is to meet the needs of those identified as being, respectively, vulnerable and/or disadvantaged, in terms of sufficiency of income and access to relevant services. This will reflect a long-term vision of comprehensive coverage, supporting all individuals and families at a level of, at least, a defined minimum standard of living, and encompassing aspects of social development and empowerment, allowing the realization of their rights in this regard. In addition, observations around the world indicate that the implementation of effective national systems of social protection is strongly associated with growing productivity and hence with sustainable economic growth and development.

The national framework of policies in the social sector recognizes the particular need to limit the risks to livelihoods associated with vulnerability, and in the first place to provide support to disadvantaged individuals, families and communities. This framework represents a holistic approach, to be implemented through the promotion of programmes focused on integrated community development, family protection and support services, spiritual growth and development, civil registration for all citizens, youth developing programs, informal economy participation, programmes for women and gender equity development, water and sanitation programmes, land and housing programmes, urbanisation, social pensions for persons with disability and elderly persons. An important aspect is the recognition of the family as the fundamental socio-cultural/socio-economic unit in our society.

The broad outreach to those who are vulnerable and disadvantaged will be realized through the goals, strategies and deliverables of the development platform of the National Government as set out in the documents for Vision 2050, the Development Strategic Plan 2010-2030 and the Medium Term Development Plan 2011-2015. Accordingly, the strategies for implementation of the National Policy for Social Protection must be sustainable and comprehensive in the long term. They must be integrated with and linked to the range of government programmes already in existence. Finally, they must address both the needs of those who are vulnerable and disadvantaged, and also the invaluable complementary efforts of private sector organizations, churches, NGOs and society at large.

a) What is Social Protection?

Social protection, in broad terms, encompasses a set of initiatives designed to provide support to those individuals, families and communities who may potentially suffer disadvantage (and are therefore vulnerable), or are actually disadvantaged in terms of livelihood income and access to services such as health care; the objective is to minimize the social and economic impacts in the forms of stigma, discrimination and inequality, and which would deny their access to a minimum standard of living, general well-being and, crucially, their associated human rights.

b) Mechanisms of Social Protection

Schemes and systems of social protection can be formulated in a wide variety of formats. These possibilities form a wide spectrum ranging from highly formal (providing benefits based on a strong system of rules) to relatively informal. The provisions made to the beneficiaries may take the form of cash or in-kind benefits, or services (such as health care). Other dimensions of scheme design relate to the provision of resources and schemes may be *contributory*, in which case they rely partly on advance contributions by members, or *non-contributory*. Such choices are made in accordance with the conditions prevailing in any given country, and are likely to reflect, for example, the extent to

which formal or informal employment prevails in the economy, which would strongly determine the capacity of working individuals to contribute to the scheme.

c) Social Protection Functions

In order that the needs of those who are vulnerable and disadvantaged can be addressed effectively within the framework of the National Policy on Social Protection it is necessary that a number of basic administrative functions are carried out, namely:

- The registration of members to whom benefits may actually or potentially be paid;
- The mobilization of financial (and other) resources needed to provide these benefits;
- The maintenance of the administrative structure itself.

In addition, however, it is necessary to deal with a number of “higher-level” functions, including:

- The mobilization of financial resources and capacity development needed for social protection programme implementation;
- The provision of ongoing advice and guidance for the development of policies, systems and processes for social protection programmes and services, advocacy, the creation of awareness and building of partnerships in support of social protection nationwide
- The identification and development of specific responses in relation to issues and needs of the vulnerable and disadvantaged groups in all sectors and at all levels of Government and administration;
- The analysis of social-sector policy linkages, both horizontally and vertically;
- The coordination of Policy implementation across all sectors and levels of Government and administration.

d) The Social Protection Floor

The Social Protection Floor provides, at a global level, the most widely-agreed framework for the implementation of national systems of social protection. It is applicable in all countries, on the basis that system design and implementation will be carried out in a way which is specific to the conditions in each country. The SPF framework:

- is explicitly rights-based;
- represents a life-cycle approach to social protection, and
- accordingly recognizes the needs of men, women and children.

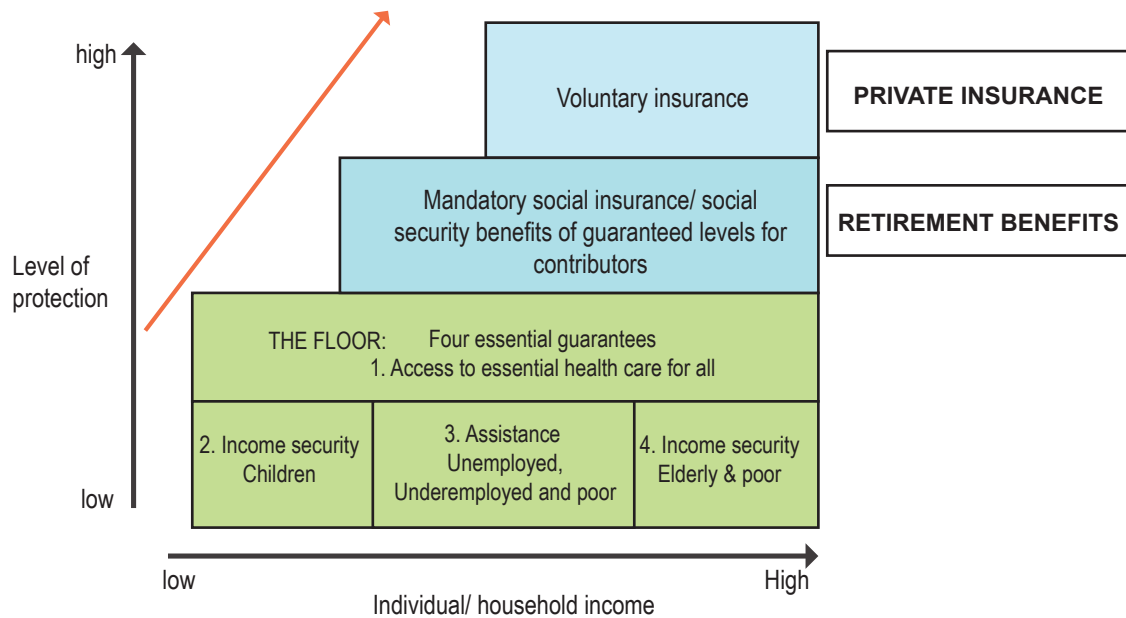
In treating social security as a basic right for all, it provides for coherent and coordinated approaches, exploring global synergies across sectors and the setting of priorities. Social Protection therefore performs the social security function specifically to safeguard vulnerable and disadvantaged groups, and represents the most comprehensive instrument to achieve sustainably the desired social development outcomes for those in Papua New Guinea who are vulnerable and disadvantaged groups.

The framework recognizes that each country has different economic, social and cultural conditions and hence the models of social protection which they choose will employ different approaches and strategies. This is true for each component of a national social protection floor, which will therefore have its own strategies and implementation systems. In the case of PNG, a range of initiatives have been developed in different parts of the country which address the relevant needs of vulnerable and

disadvantaged people, and these should be promoted without limiting the boundary of policy application to a single national framework such as the “social safety net” approach.

Figure 1 below presents one possible visualization of a national social protection floor, within which basic provision may be made under a “social safety net” model. It is envisaged that this is the approach under which a pioneer strategy on pension for disability and elderly will be implemented consistent with this overarching policy guide, but which will provide a continuing framework under which in the longer term further initiatives can be taken to address the needs of men, women and children.

Figure 1: Social Protection Floor



Chapter Two: Social Protection within the Social Sector Policy Framework in PNG

2.1. The Global Perspective

Social protection addresses the needs of individuals and families for support at times when unpredictable risks, such as illness, disablement or death of the breadwinner, strike in such a way as to undermine the self-supporting capacity of the individual or family, usually through their own paid or unpaid work. Historically, it has been the case that in all countries of the world, these needs have been met largely on a mutual basis by the family or community to which the individual belongs, and that framework of mutual support although weakening still exists everywhere, to some extent. In Papua New Guinea, the system of mutual support is still strong, in the form of the “wantok system”.

Nevertheless, the historical perspective shows that, globally, as individuals and families begin to shift from subsistence living to participation in the cash economy, the capacity of any system of mutual support becomes increasingly inadequate. An extremely important aspect of this transition is the movement of individuals from rural areas, where the family and community networks are strong, to the urban areas, in order to take up paid work, but where the traditional mutual support networks cannot be effective.

For these reasons, all countries find that it is necessary, at some point in their economic development, to begin the implementation of a system of social protection which can meet the needs of those who are struck by these kinds of unpredictable misfortune, at least in part, through income support (most often in cash, but possibly in kind), and also through ensuring access to at least some level of health care.

In most of the countries which are now highly industrialized, this transition began early in their periods of “industrial revolution”, and mutual associations of workers, such as “sickness clubs”, grew up quickly. These became formalized in national systems and policy frameworks, and have been in existence in most such countries for around one hundred years, or a little longer. It can be observed that the economic success of these countries has grown in parallel with, and does not pre-date, the development of their social protection systems, and it is strongly argued that, by relieving the fear of workers of losing their livelihoods in an unpredictable way (through for example disablement or ageing), national systems of social protection contribute critically to the general growth of workers’ productivity.

In PNG a number of valuable initiatives have been taken within this perspective, on either a formal or a relatively informal basis, to reduce the levels of vulnerability and disadvantage. Such evidence as is available suggests that levels of both have been and remain high relative to other countries in both the region and the world. National initiatives have been developed in the areas, for example, of health and education, while limited initiatives of a risk-reducing nature have been devised on an ad hoc basis, and with specific local scope. This chapter presents a survey of the range of subjects in relation to which social policies are under active development or implementation.

No national framework for social protection has yet, however, been drawn up. This policy is accordingly designed to fill that gap in a timely manner.

2.2. The Pacific Perspective

Social protection in most Pacific Island countries is typically informal and reliant on ‘traditional safety nets’ embedded in extended land-based, cooperative kinship or clan-based communities. The widely held view that traditional Pacific Island community traditional safety nets work well and should not be disturbed, does not appear to be sustainable in the face of rising poverty levels and social change.

Traditional safety nets require the majority of clan members to contribute in order for redistribution to be effective. Migration, urbanisation and remittances affect traditional safety nets. In addition, the effectiveness of traditional safety nets can be uneven. Traditional systems seem to be more effective at addressing shocks that affect individual households (for example funeral expenses) and less effective at responding to extensive poverty or widespread shocks. Within the context of informal social protections context, across the Pacific Region, remittances from migrants to urban areas and remittances sent by family members’ resident in other countries can play an important role in supporting families.

Traditional networks are being subjected to increasing strain and are poorly suited to the widespread hardship faced by communities across the Pacific region. Churches, NGO’s and community groups in most Pacific Island countries provide some welfare services, but their coverage is limited and uneven. The need to augment traditional safety nets with formal social protection systems is being increasingly accepted by Pacific Island countries.

Currently, the main formal social protection instrument in Pacific Island countries is the contributory national provident fund which usually only benefits workers in the formal sector. Within this context, New Ireland is at the forefront of the development of social protection in the Pacific. The New Ireland Old Age Pension is one of a several non-contributory old age and disability pension schemes in Pacific. Other countries which have implemented old age pension schemes are the Cook Islands, Nauru, Niue, Samoa, Kiribati and Fiji. Disability schemes have also been implemented in two Pacific countries: the Cook Islands and Nauru. Fiji previously included disability categories as part of the Family Assistance Programme. However the categories were general and tended to be used as a basis for providing a benefit to poor households, rather than as a means of providing disability or chronic illness support. When the Family Assistance Programme was restructured as a poverty benefit, categorization was abolished. The government of Fiji is currently considering options for potential disability pension. In addition Fiji provides a social assistance program for low income parents and caregivers to provide for the care and protection of children.

2.3. The Papua New Guinea Perspective

a) Traditional Forms of Social Protection

The “wantok system” has historically been the principal social protection modality used throughout PNG. However, levels of assistance and protection under the “wantok system” are becoming increasingly reactionary, unpredictable, and cannot improve wellbeing in the long term. Within this context, indirect assistance and investment in the needs of extended family members or relations is becoming more common than direct transfers. Similar to other Pacific Island countries, informal kinship based social protection systems, whilst continuing to be an important form of social support, are no longer adequate as the primary form of social protection. Formal social protection systems are now required.

b) Recent Government Initiatives in PNG

i. Social protection initiatives

As discussed above, the Old Age Pension implemented by the New Ireland Provincial Government is one of several non-contributory old age pension schemes in Pacific. The New Ireland Provincial Government has also implemented one of the few non-contributory disability schemes in the Pacific. The transfer payment for both schemes comprises a direct cash transfer of \$360 paid annually to assist the beneficiary to meet their needs and the needs of their household. The New Ireland Provincial Administration has also implemented a 'Roof over the Head' Scheme to subsidise households wanting to re-clad their roof to a permanent iron roof (and water catchment) and a 'sweat equity' scheme for New Ireland residents who want to establish a business.

ii. Other related initiatives

The Government of PNG has invested in a range of initiatives related to social protection which have targeted a range of sectors, settings and situations. Examples include:

- Food security programs in the agriculture and fisheries sectors
- Post disaster management such as the Gazelle Restoration Program in East New Britain and Manam Restoration due to Volcanic Eruptions
- the Aitape Tsunami and El Nino (drought) due to climatic conditions
- Post War Reconstruction Environment like for Bougainville after the ten years civil war
- The Free education policy of Enga Provincial Government operating since 1997
- The agriculture tax credit scheme for cash crops
- The air freight subsidy for Telefomin District in Sandaun Province
- The sustainable development program for Western Province, and
- The sea transport subsidy for Morobe Province
- School Scholarships for Tertiary students provided by the Office of Higher Educations
- Other initiatives include parole service for the prisoners; maintenance for deserted wives and children under the welfare services; paralegal and legal aid services by the clerk of courts; public solicitors, and legal training institute; the family support center for victims of family and sexual violence; free provision of ART to people living with HIV/AIDS; free condoms and VCT services; national voluntary services; settlement upgrading.

2.4. The Context for Social Protection in Papua New Guinea

a) The Social Environment

In developing a National Policy for Social Protection in Papua New Guinea, it is important to observe, firstly, the present status and the trends in a variety of indicators, and secondly the range of initiatives to address the needs of vulnerable and disadvantaged people, that are complementary to social protection as such, and which have already commenced. This section provides a summary of the former.

i. Population

The measured annual growth rate of the population of PNG between the years 2000 and 2011, calculated from the census returns of those years, is 3.1 percent, the national population having reached 7,275,324 million people in 2011. Of these, 52 per cent are males and 48 per cent females. The proportion of children up to 18 years of age, at 40 per cent, is high by world standards, and that

of older persons from 60 years of age and above, at 4.6 per cent is relatively low, although increasing fairly rapidly.

The present policy framework guiding the relevant strategies is set out in the National Population Policy 2000-2010. The available statistical assessment of those who are classed as vulnerable and disadvantaged is not very detailed, but they are thought to represent up to 50 per cent of the total national population, a figure which highlights the importance of present initiatives in social protection.

ii Urbanization

The returns from the 2011 census of the national population shows that the rate of urbanization in Papua New Guinea, that is the proportion of those living in urban centers, is rising rapidly, even if rate of growth varies widely as between particular centers. The reported proportion of those living in urban areas has increased from 15 per cent in 2000 to 18 per cent in 2011. The many, critical challenges of urban growth to be reflected in the policy framework include:

- Employment — the search for paid (waged or salaried) employment, preferably in the formal economy, to sustain the livelihoods of individuals and families;
- Land Tenure – the challenge of making available sufficient land in urban areas to support development, given the known complexities of land ownership and titles in PNG;
- Housing and housing finance – the challenges in this regard reflect the chronic and severe shortage of housing generally, and the serious problem of affordability of rents, especially for the vulnerable and disadvantaged groups;
- Infrastructure and social services -the provision of adequate infrastructure by way of transportation, utilities and amenities, and also education and health facilities, on a basis which allows affordable access to, in particular, those who are vulnerable and disadvantaged;
- Rapid proliferation of unplanned squatter settlements on vacant State, private and customary lands are amongst those most vulnerable and disadvantage urban citizens

iii. Labour and Employment

Formal Economy

National policy in regard to labour and employment is presently grounded in the labour laws¹, which are strongly focused on formal employment public and private sectors. It may be noted that PNG ratified the Employment Policy Convention 1964 (no.122) of the International Labour Organization (ILO) in 1976, at a time when concern was growing that economic growth was not addressing the problems of unemployment and underemployment in developing countries. While, since 1976, various employment related initiatives and interventions have sought to strengthen linkages between the demand and supply sides of the labour market, no new integrated National Employment Policy has yet been formulated.

The present challenges include the very high proportions of vulnerable and disadvantaged groups amongst the unemployed and underemployed, who therefore need improved access to the labour markets, in particular at the formal end of the spectrum of formality and informality. Evidence from

¹The PNG labour law is primarily governed by the Industrial Relations Act 1962 and the Employment Act 1972, accompanied by a range of related legislation that deals with registration and oversight of industrial organisations (i.e. the Industrial Organisations Act), together with specific legislation that deals with dispute settlement in the Public Sector and teaching service

recent research suggests that 40 per cent of those who are either unemployed or underemployed fall within the categories of those who are vulnerable or disadvantaged, including youth, women (single mothers, widows and elderly women persons) and persons with disabilities. This is significant, not only because the “natural” means of sustenance and livelihood is through paid work, but also because evidence shows strongly that employment represents an important social and economic determinant of health. A major aim of policy development will be to set a clear pathway to access training at the universities, colleges and training institutions, tailored to industry needs.

Informal Economy

Papua New Guinea has a very large informal sector. It is estimated up to seventy five per cent of the population is engaged in informal economic activity. It is also estimated sixty percent of participants are women. Informal sector activities span a broad range of activity and include, for example: market vending and retailing, hand crafts and artefacts, farming, poultry, fishing and hunting. The development of the Informal Sector Control Act 2004 (currently under review) is the legislative framework to guide the informal business and transactions in PNG.

In addition an informal economy policy has been developed: the National Informal Economy Policy 2010-2015. The goal of the policy is for all Papua New Guineans, irrespective of gender, age, disability and ethnicity to be financially included. This will require government and stakeholders to create opportunities to conduct skills training, identify and build capacity for individuals who are already involved in the sector, in order to promote small to medium enterprise initiatives throughout the country. The National Informal Economy Policy also calls for Government support in the form of grants and loans for capital accumulation and micro financing designed for marginalised and disadvantaged families.

Government has also supported the informal sector by rebuilding town markets to accommodate increasing demand; these include Wewak, Madang, Goroka Mount Hagen, and Kokopo. The development of the Informal Sector Control Act 2004 (currently under review) is the legislative framework to guide the informal business and transactions in PNG.

Specific support infrastructure for vulnerable and disadvantaged groups is required under the National Informal Economy Policy in order to increase participation in the informal economy sector. Social protection strategies may be required to boost vulnerable and disadvantaged group participation in the informal economy.

iv. Integrated Community Development

The “self-help” responses by communities towards their development needs are captured by Integrated Community Development Policy 2007-2011. It addresses community vulnerabilities in relation to community learning, community livelihood, community governance and community environment. These core pillars have the capacity to transform communities from “inside-out” with support from “outside in” to create knowledgeable, productive, vibrant and resilient communities for a sustainable future.

Ideally it addresses critical deficiencies in information, knowledge and skills to empower communities to drive their own development with support from Government and other development partners. It calls for a holistic and integrated approaches to community centered development with maximum partnerships support from outside the communities.

The Policy context is operationalize through the primary strategy of —District Focal Points for Community Learning and Development Centers”. It is the structural mechanism for facilitating

linkages between Government and communities, resource organisations and communities, coordinating partnerships and coordinate delivery of services to the communities.

Hence this Policy recognizes the appropriateness of the integrated community development policy to address different aspects of community vulnerabilities as well as its structural/delivery mechanism in relation to the current governance environment. It furthermore advocates for consistency to the integrated community development policy strategies.

b) Natural Environment and Climate Change

Geography influences spatial distribution of human settlement, infrastructure and material resources. The current status of social development largely reflects the challenges associated with terrain and service delivery. The onset of climate change and the implication for the livelihood of the people and community is also important to social protection. These factors are critical for the administration of the national social protection program.

c) Vulnerability and disadvantage in PNG

Support to vulnerable and disadvantaged groups is provided by a range of actors including families, community, Government, Churches and NGO with support from Development Partners .The degree of vulnerability varies according to the level of support available and received by these groups. Many families and communities face significant challenges of sustenance, access to and affording basic necessities.

The capacity and capability of public responses in respect of vulnerability and disadvantage needs significant improvement. A key challenge is the uneven reach and uneven distribution of national resources and services.

Historically, the existence of a communal society has meant that many households were able to provide for their basic needs through income sharing. Such sharing is deeply rooted in Melanesian culture and is reflected in the national constitution that calls for “Papua New Guinean Ways”.



Figure 2: The framework of vulnerability on social protection

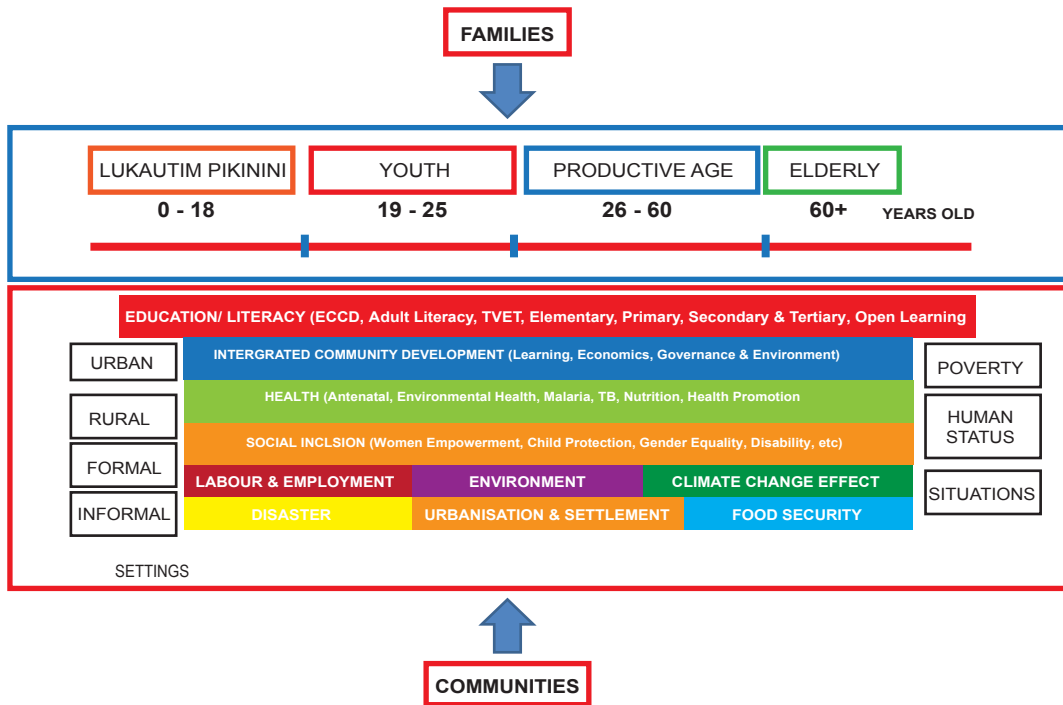


Figure 2 above illustrates the range of sectorial issues relating to vulnerability in a life cycle perspective, and highlights the importance of public policy social protection responses. In the broadest context, the environment in which people live has multiple effects on the severity of vulnerabilities they face. For example, children and persons with disabilities (PWDS) are likely to suffer disproportionately from the impact of a natural disaster.

2.5. The Social Sector Policy Framework Relating to Specific Population Groups

A socially inclusive society is a society in which people feel valued, in which differences are respected and in which basic needs are met so that all people experience an acceptable level of wellbeing and can live with dignity. Critically, a socially inclusive society requires equity of access to quality social services. This in turn requires society to be sensitive and responsive to the issues and needs of vulnerable and disadvantages individuals and groups. The following are the key vulnerable and disadvantaged groups the National Policy on Social Protection 2015-2020 will seek to support:

a) Children: Lukautim Pikinini

Children have Rights

Children have rights. Papua New Guinea has one of the youngest populations in the Pacific region. Children comprise approximately forty percent of the PNG population. Public policy to protect children is important in any society; it is particularly important in Papua New Guinea at this time. Every child in Papua New Guinea requires protection from all forms of harm and danger.



The UN Convention on the Rights of the Child (UNCRC) is the primary instrument which provides International Standards and Guidelines for addressing the rights of children. PNG ratified the UNCRC in March 1993. PNG acknowledge a commitment to uphold the requirements of the International Convention. This requirement led to the development of the Lukautim Pikinini Act in 2009.

Lukautim Pikinini: The Protection of Children

As stated in the Act, Lukautim Pikinini is a Tok Pisin term meaning “the care, protection and promotion of the rights and well-being of all children regardless of their race, religion, sex, ability or disability and nationality”.

The Lukautim Pikinini Policy 2015 - 2020, embraces the directions of the Lukautim Pikinini Act 2015. The policy calls for the promotion of rights and the protection of the well-being of all children in PNG. The policy also calls for a coordinated effort by all stakeholders whether government, religious organisations, non-government organisations or private sector to strengthen partnerships and to reinforce the directions of the Lukautim Pikinini Act.

Consistent with the Lukautim Pikinini Act, the Lukautim Pikinini Policy will provide and implementation framework to reinforce the commitment of Government to all aspects of the quality of life of children in PNG.

Within this context, the Act defines a Child in need of Protection:

- Whose parents are dead or incapacitated by and adequate provision has not been made for the child’s care
- Who has been abandoned by their parents and adequate provision has not been made for the child’s care
- Who has suffered or is likely to suffer significant harm as a result of physical abuse or mal-treatment
- Who has been, or, is likely to be physically harmed, sexually abused or sexually exploited
- Who has been, or is likely to be physically harmed, sexually abused or sexually exploited by some person other than the child’s parent, and the parent is unwilling or unable to protect the child
- Who has been, or likely to be physically harmed because of neglect by the child’s parents, or who is sexually or emotionally abused by the child’s parents or guardian
- Whose development is likely to be seriously impaired by treatable condition and the child’s parents refuse to provide or consent to treatment
- Who is living in a household where there have been incidents of domestic violence and, as a consequence, the child is at risk of serious physical or physiological harm
- Who is or has been absent from home in circumstances that endanger the child’s safety or well-being
- Who has serious differences with their parents to such an extent that the physical, mental, or emotional well-being of the child is being seriously impaired (or threatened) or the care and control of the child is likely to be seriously affected

The Policy will also recognise that a child may also be a child for whom Emergency Protection Powers can be invoked. These can happen, where a child:

- Has been abandoned shortly after delivery
- Appears lost or to have run away
- Shows signs that their health or safety are in immediate danger

b) Youth

The Papua New Guinea Youth Policy 2007 – 2017, defines the youth age as being the ages from 12 to 25 years. Youth represents approximately 20 per cent of the population.

Young people face many challenges which can lead to vulnerability. Young people can experience lack of opportunity to access a wide range of services to support their development, including health care, education, and employment.

Youth unemployment and underemployment has been one of the major policy challenges. There is a major need to create employment opportunities to productively engage youth. The ILO report “Inclusive Growth for Youth,” indicates PNG’s youth employment rate was 4%. The 2010 National Census indicates youth labor force participation is 57.6%.

The key Youth policy intervention is to resource and implement the nine strategic policy goals that are captured in the National Youth Policy. These are:

- Improving the quality of youths’ lives
- Accessing integrated education
- Nurturing sustainable livelihoods
- Promoting healthy lifestyles
- Building stronger communities
- Strengthening Institutional Capacity
- Youth and Identities
- Research Information and Data Collection on Youth; and
- Law, Order and Justice.



c) Women

Many women in Papua New Guinea are vulnerable or disadvantaged and experience a range of issues including gender based violence, discrimination of gender roles in economic choices, limitations in decision making ability, power and freedom. As a consequence many women cannot live rewarding independent lives.

PNG has ratified the Convention on the Elimination of Discrimination Against Women (CEDAW), and is accordingly committed to a range of appropriate interventions.

A recent World Bank/ Institute for National Affairs report “Gender and Economic Choice of Women in Papua New Guinea” (INA, 2012) found that gender roles in economic choices and decision making, power and freedom, marriage and children, education and economic opportunities are now slowly shifting from traditional male dominance to a more balanced perspective. This indicates there has been some progress in promoting women’s development and empowerment in Papua New Guinea.

The Government is committed to ensuring progress for Women. The Government, in conjunction with a range of non-government organizations and development partners has developed the Policy Framework on Women: The Women and Gender Equality Policy, the Gender Equity Policy and the Social Inclusion Policy. The policies and the related Gender Based Strategy (currently in progress) are the major instruments being developed by Government for the protection of women, and women’s development and empowerment in Papua New Guinea.

The key intervention to ensure protection, empowerment and development for women the mainstreaming of the gender policies and the gender-based strategy into all the Government Departments and Agencies, Statutory Bodies, State Owned Enterprise and Provincial Governments.

f) The Persons with Disabilities (PWDs)

Levels of disability in Papua New Guinea are not known. The World Health Organization estimates that around 15% of the global population is likely to have some form of disability (National Disability Policy 2007).

Despite some improvements in inclusive education for the disabled, the expansion of community based rehabilitation, support for the emergence of Disabled Persons' Organisations as key focal points organisations and increasing levels of public awareness, disabled people in Papua New Guinea continue to struggle to have their rights recognized, to limit discrimination and to improve access to social and economic services.

Disability-inclusive development is essential to achieving the Millennium Development Goals. Papua New Guinea ratified the United Nations Convention of the Rights of Persons with Disabilities (CRPD) in September, 2013.

The National Disability Policy advocates for a rights based approach for the disabled, with focus on responsibilities, processes and standards against which rights are secured. The key interventions to create an inclusive rights based society for persons living with disability are: an institutional budget and legal framework, advocacy on rights and responsibilities and programs and services.

Government has recognized the need to provide pension support the disabled. A social pension is currently being designed. It is intended that the social pension will be progressively rolled out across PNG with the objective of achieving national coverage.

g) The Elderly Persons (EPs)

There is currently no standard definition for old age or elderly persons (EPs) in Papua New Guinea. Approximately 4.6% of the PNG population is 60 years or older.

Economic and social change is increasing the vulnerability of elderly people, and reducing overall levels of family support for them. It is likely that a significant number of elderly people are now disadvantaged.

Government has recognized the need to provide pension support the elderly. A social pension is currently being designed. It is intended the social pension will be progressively rolled out across PNG with the objective of achieving national coverage.



h) People Living With HIV/AIDS (PLWHA)

In December 2009, the total number of people living with HIV in PNG was 34,100 of which 31,000 were adults aged 15 or over. This is a 0.9 % national prevalence rate in the 15 to 49 age groups (National HIV/AIDS Strategy 2011- 2015). Regionally 60 % of cases were in the Highlands, 26 % in Southern Region (including 21 % for Port Moresby), 11 % of cases were in Momase and 2 % in the New Guinea Islands.

2.6. Health, Education and Nutrition

National social-sector policy is multi-dimensional, addressing the needs of groups subject to specific vulnerabilities or forms of disadvantage, as reviewed above, but also the needs for access to specific services and provisions. In this regard, important policy development initiatives are ongoing with

regard to access and quality improvement in social services generally, and in health, education and food security specifically.

a) Health

In broad terms, everyone is vulnerable to loss of good health, but those who are already economically disadvantaged are most susceptible to a range of diseases and illnesses. Moreover, the impact is greatest for those who are affected by, for example, gender based violence and disasters (man-made or natural). The cost of accessing health services presents a major challenge, and as an important starting point national policy has adopted the fee free primary health care approach, together with subsidizing a range of important services.

This policy is being implemented throughout the country's outpatient health care network, including aid posts, community Health Posts, Health Centers, District Hospitals and referral public hospitals. A number of key challenges are operational, including the need for increased staffing (and their remuneration) in both rural and urban areas, building new infrastructure and providing new health equipment.

b) Public Health

In addition to the strengthening of access for individuals and families to health care, national policies also address issues of public health, including immunization and the improvement of standards in sanitation and food hygiene, its handling, preparation and storage, in the light of trends to substitute processed for traditional and traditionally-prepared foods. It is a particular concern that food – borne infections like diarrhea, which should be easily treatable, now represent the seventh leading cause of death in PNG.

c) Education

Education is a key subject of social policy. At the national level, education of appropriate quality represents the country's investment in its future human capital, while at the personal level it is the key to integrated human development, equipping a person with relevant skills and knowledge to be socially and economically productive.

Over a long period, Papua New Guinea has tailored its policy towards the MDG target of the Universal Primary Education, in terms both of full enrolment and retention rates, and has aligned this to the MTDP, DSP & Vision 2050 with the aim of meeting the global targets. While, according to the HIES report, PNG has not been able to meet the global deadline for this target, work continues to address the constraints, the most significant of which are the lack of capacity of families to pay school fees, the lack of sufficient school facilities and the problems of supplying remote schools.

The first of these issues is strongly connected with the lack of income amongst disadvantaged groups, and has been addressed firstly by the development of the "Fee Free Education Policy", which is aimed at increasing rates of student enrollment and retention.

The key strategies include improving governance, through awareness-raising, and the operating environment of schools, and School feeding programmes and the provision of boarding facilities are important in encouraging the attendance of students, particularly those from the disadvantaged

groups. In each of these regards, the aim of the social protection policy to relieve income poverty will greatly improve the prospects for success of the policies for education.

d) Nutrition & Food Security

PNG is a country which is heavily reliant on agriculture. Eighty five percent of the total population are involved in the private and subsistence agricultural activities, mainly growing food for their own consumption but also for sale and exchange.

Food security², for the majority of small-scale farmers, rural communities and urban dwellers, is chronically at risk as a result of factors such as emerging changes in the weather patterns, climate change, natural disasters, infiltration and proliferation of dangerous pest on food crops, soil infertility, environmental degradation, and land scarcity resulting from over-population.

Food insecurity is recognized as a key contributing factor to the country's low human development index rating (UNDP 2011), in which it ranks 156 out of 187.

2.7. Administrative Aspects of the Policy Framework

a) National Identification and e-ID Card System

Papua New Guinea is developing a national identification system. The inability to prove identity is a growing concern across Papua New Guinea.

It is expected that in the medium term, the ability to enroll in schools, to enroll in the electoral roll and vote, to utilize public health services and to participate in formal employment will progressively require production of forms of formal identification.

Many Papua New Guineans do not currently possess formal means of identification (for example birth certificates and passports). Only about 25% of the total population are registered with the Civil Registry.

A national electronic-ID card system is being introduced to address this gap. The national identification and e-ID card system may also serve as a tool for development planning and service delivery for the country, including the vulnerable and disadvantaged groups within the country, by providing better base information.

The recently endorsed National Persons and Identification Policy 2013 and the National Civil Registry Act (amended) and renamed the Civil Registration Bill 2013 (to be enacted) will provide the framework for national registration throughout the country. The purpose is to gather, screen, document, file, safe keep, correct, update and certify the occurrence of vital events including the characteristics relating to individual proof of identity and changes in their civil status affecting as individuals or families.

The Policy advocates for integration of civil registration into subsidiary social protection strategies.

² Food security is defined as a state of affairs where all people at all times have access to safe and nutritious food with sufficient quality and quantity to maintain a healthy and active life.

b) Disaster Management Response

Papua New Guinea is vulnerable to a range of natural disasters: volcanic activity, landslides, tsunamis, earthquakes, floods and tropical cyclones. Disasters pose significant risks to people and communities across Papua New Guinea.

Government responses to environmental disaster can be slow, in particular due to the time required to release of funds to government and non-government agencies which work to support communities which have experienced environmental disaster.

A key intervention is the creation of a disaster response and relief fund, to be jointly access by the Disaster Office and PNG Defense to support effective disaster response.

Figure 3 illustrates the levels of actions required during disasters. The level of vulnerability of people during disasters increases significantly with the magnitude of disasters. Social protection systems can be an effective means of getting funds to communities coping with the effects of a disaster. In addition social protection programs can reduce the effect of a disaster on households.

Figure 3: Disaster Management framework for social protection



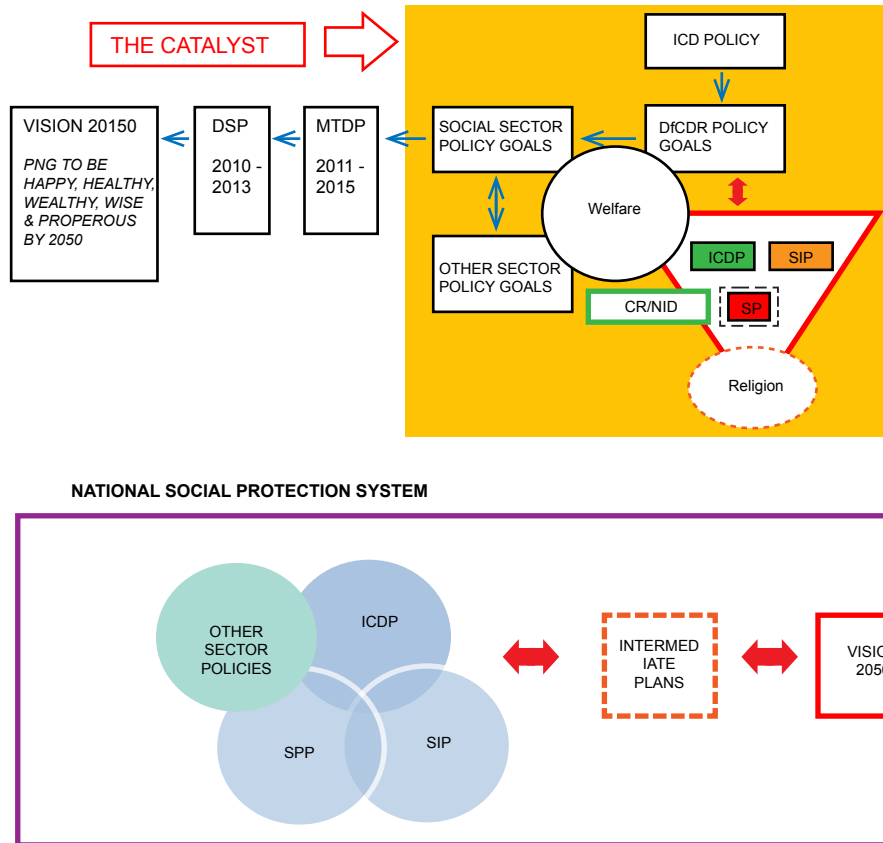
2.8. Policy Linkages and Rationale

a) Policy Catalyst

The development of a National Policy for Social Protection takes place in the context of a major paradigm shift for social development for PNG, from a “welfare” approach to one based on an integrated development model. This represents accordingly the catalyst for the policy and institutional approach envisaged in the National Policy for Social Protection.

In accordance with the vision of an integrated approach, the social protection function will occupy a central position in the national development framework. This is illustrated in the diagram below, which indicates (in the lower box) the alignment of social protection in the broad social sector policy framework.

Figure 4: Development Framework



More importantly it shows (in the upper box) where social protection is situated within the national development framework. It should be noted that the shift from a conventional “welfare model” into an “integrated community development model” accommodates the range of social inclusion aspects regarding gender, child protection, disability, elderly and civil registration.

Recognizing the current government priorities on social protection, national identification system and religion, the functional specifications are gradually evolving to fit the guiding model and framework.

The figure shows the relationship of social protection to mainstream social sector and other relevant sectors and the synergies envisaged in the institutional and policy settings arising from the higher development plans of Medium Term Development Plan 2011-2015, the Development Strategic Plan 2010- 2030 and Vision 2050.

b) Policy Rationale

The development of an effective social protection system, which will first of all address the needs of those who are vulnerable and disadvantaged, in line with the DSP 2010-2030 and MTDP 2011-2015, can be successful only within the framework of an appropriate policy direction to guide public and institutional responses. The National Policy on Social Protection provides such an overarching guide to the systematic and comprehensive implementation of such a system of social protection with the ultimate goal of improving number and quality of services available to the vulnerable and disadvantaged, so as to effectively meet their human and development goals underpinned by a minimum standard of living.

Chapter Three: National Social Protection Policy 2015-2020

3.1. Policy Mandate

The mandate on for the National Social Protection Policy 2015-2020 is derived primarily from the Five Goals and Directive Principles. These are: Integral Human Development, Equality and Participation, National Sovereignty and Self-Reliance, Natural Resources and Environment and the Papua New Guinea Way.

All citizens have equal rights. The fundamental rights and the qualified rights under the National Constitution provide the basis for the National Social Protection Policy. Other enabling policies and legislations within the sector including Lukautim (Child Protection) Pikinini, Disability, and Gender are specific and relate directly to the International Conventions on Rights of Children, Convention on Elimination of all Forms of Discrimination Against Women and Convention on the Rights Persons With Disabilities.

3.2. Policy Statement

a) Vision

All Papua New Guineans, and within the context of the focus of the National Social Protection Policy 2015-2020 , vulnerable and disadvantaged individuals and groups, will be provided with the support they require from Government, service providers and the wider civil society to enjoy their rights and to meet their development needs.

b) Goal

The initial Policy Goal is to develop a national social protection system which will provide appropriate material support to vulnerable and disadvantaged individuals and groups in Papua New Guinea.

c) Objectives

- To guide the development of a comprehensive national social protection system for Papua New Guinea
- To guide development of sectoral policies, strategies and plans on social protection, targeting initially vulnerable and disadvantaged groups
- To guide synchronization of sectoral policies and strategies on social protection
- To provide a guide for the development and implementation of specific programme interventions on social protection in line with models, principals and approaches advocated in this policy targeting the vulnerable and disadvantaged groups
- To coordinate the policy implementation process across all sectors and on all levels of Government and society

3.3. Policy Scope

The Policy adopts a broad approach to addressing vulnerability and disadvantage. The policy scope does not limit the application of models, approaches and strategies of social protection to a particular sector. The initial policy scope focuses on vulnerable and disadvantaged groups, with the intention of enhancing wellbeing for vulnerable and disadvantaged people and progressively developing a social protection platform which can support all Papua New Guineans.

3.4. Policy Approach

The Policy is designed to allow for a range of approaches to the implementation of schemes without specific limitations. It does envisage the use of approaches which are suitable and relevant to the actual environment in which social protection is to be developed in PNG.

The policy approach incorporates the following dimensions:

- It is founded on a rights-based development approach: the rights of all persons must be fully recognised and developed to achieve equitable development outcomes.
- It is a life-cycle approach: along the stages in life people – women, men and children - have different needs and challenges. Understanding the capacity of people to respond to their issues and needs is paramount to provide appropriate responses for care and support.
- It is a systems approach: the integration of systems in relation to governance, policy, finance and infrastructure environments are preconditions for successful social protection programmes, products and services.
- It incorporates an integrated community development approach: accommodating informal aspects in formal systems and generating appropriate responses to the needs of individuals, families and communities to build resiliency, enhance capacities and transform people “from inside out with support from outside in” is crucial and fundamental for self-reliance and enhancing livelihood.
- It incorporates progressive universality approach: scope/scale of intervention program to increase on phase by phase basis until reaching universal scope/scale

Figure 5: Institutional dynamics of social protection

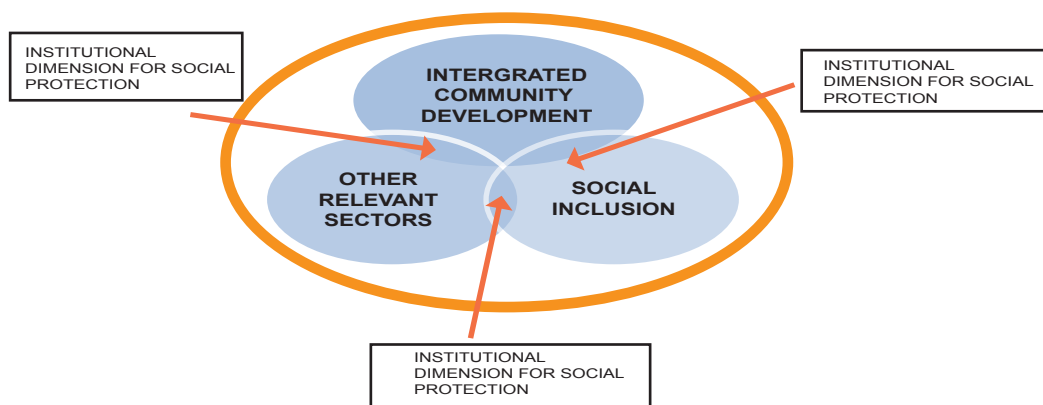


Figure 5 illustrates the importance of the relationships between the various sectors as elements in addressing social protection. The institutional context is a significant part of the national response system and must be carefully and properly framed in the various strategies.

3.4. Guiding Principles

a) Core Principles

Figure 6: Five core principals of National Policy on Social Protection



The implementation of the National Social Protection Policy 2015-2020 will be guided by the following principles:

1. Protection: Vulnerable and disadvantaged individuals and groups must be protected from unpredictable risks in their life.
2. Assistance: Vulnerable and disadvantaged individuals and groups will require assistance which may encompass assistance in cash and in kind.
3. Empowerment: Individuals, families and communities need to be empowered to act so as to address their own needs to the extent of their capacities. .

4. Transformation: The outcome of social protection programs in PNG will provide a conducive environment for individuals, families and households to transform their lives to achieve better levels of wellbeing.

5. Resilience: The Policy seeks to increase resilience, in particular the resilience of vulnerable and disadvantaged individuals and groups to respond to socio-economic and environmental shocks.

b) Supporting principles and good practice

The key elements are the following;

Adequacy, affordability, and sustainability

Social protection schemes and programmes must be adequate, affordable and sustainable. Benefit levels must be sufficient to provide an appropriate level of wellbeing whilst also being affordable and sustainable.

Leadership and integrity

The Government will provide leadership within an appropriate and responsive legal and policy framework to facilitate the coordination and alignment of interventions and oversee the provision of long-term coordinated support to social protection. It will accordingly take the necessary steps to ensuring all Papua New Guineans are covered by a basic level of social security. In addition, the Government will ensure that ethical standards are upheld in all programmes and interventions in various sectors.

Evidence-based Programming

Social protection programmes will be informed by research conducted regularly by credible national and international institutions

Gender mainstreaming

Continuous assessment of the different needs of women, men, girls and boys, will be mainstreamed in all aspects of the development and implementation of the NPSP.

Equity and social justice

In accordance with the Constitution and international agreements, the national social protection policy will ensure the promotion of equity and social justice. In those aspects of social security and social protection which are specific to the workplace, the approach to social security and social protection for workers will conform to international labour standards.

Accountability

Government, Development Partners and Service Providers and households who are involved in implementing and supporting social protection will commit to a common set of performance and financial management standards and reporting procedures. They will compile and share with relevant stakeholders' appropriate statistical information, periodic progress reports, and the results of independent audits, actuarial valuations, and budgets. To the extent that responsibilities for the delivery of social protection are decentralized to the provinces, systems will also be required for

measuring results against agreed benchmarks, setting performance and quality standards, and creating tools to monitor the delivery of benefits and services.

Public participation

Beneficiaries and stakeholders will be consulted and involved in the design, planning, implementation, monitoring, and evaluation of social protection interventions.

Flexibility and responsiveness to changing contexts

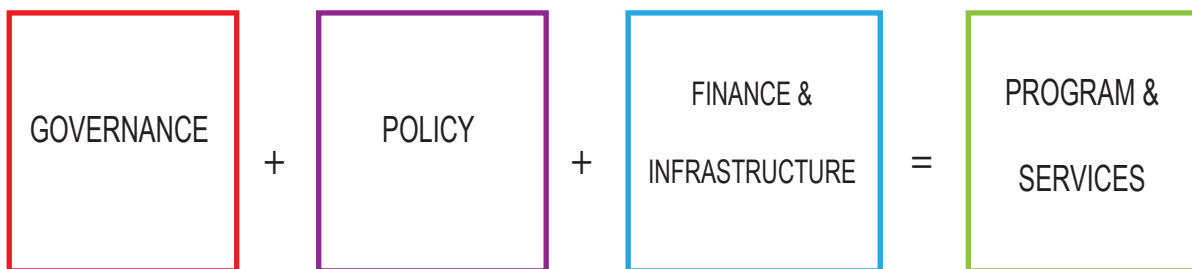
Social protection programs will be sensitive and capable of adapting to emergencies and shocks. This will enable the Government and stakeholders to respond to emergencies in a timely and effective manner through well established, well designed, and efficient institutional channels.

Chapter Four: National Social Protection Policy Strategies

4.1. Systems Framework

This Policy is founded on the understanding that, in order to provide effective social protection programmes and services, in particular to vulnerable and disadvantaged individuals and families, it is a precondition to establish an appropriate and systematic institutional environment. The figure below illustrates the need to integrate the governance environment, policy environment, finance and infrastructure environment with the operational programme and services environment. Understanding these relationships and their integration within the systems environment is therefore crucial to the strategic development of the policy and implementation of programmes on an effective and sustainable basis.

Figure 7: Systems framework for social policy



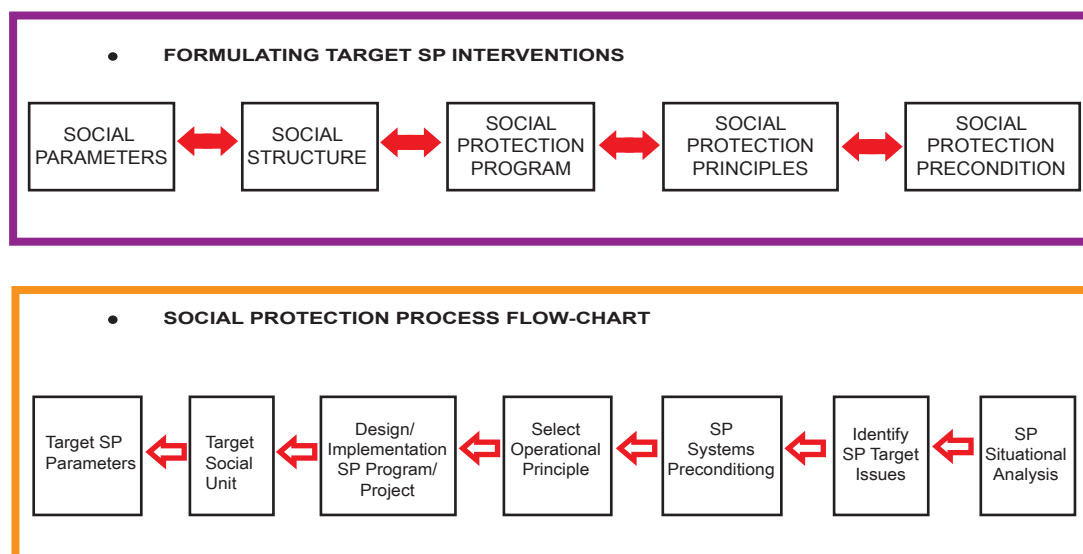
A key aspect of the operationalizing of systems is therefore a sequential approach, as follows:

- Governance - the key aspects include political will, leadership, mandate, systems and structures which are crucial and fundamental to the success of policy implementation
- Policy implementation with reference to the regulatory aspects together with those of strategy and planning in accordance with the policy directives.
- Finance & Infrastructure- relating to (as appropriate) funding pools, financing arrangements, institutional arrangements, relevant administration modalities, enabling utilities, each of which should be developed with reference to social awareness and community acceptance.
- Program & Services relating to further aspects of administration, and the administration of the benefits and services required for social protection, initially targeted to those who are vulnerable and disadvantaged.

4.2. Process Sequencing

Following this systematic approach to strategic implementation, the following diagram illustrates the underlying analytical linkages.

Figure 8: Flow chart of social protection intervention process



Within each stage of the essential sequence set out above, proceeding from “Governance” to “Policy”, “Finance& Infrastructure” and then “Programmes & Services”, the following are needed

- Choose the appropriate principles which can effectively operationalize a specific social protection programme in the given context
- Proceed to the design and implementation of one or more Social Protection programmes specific to the local and social context
- Assess the degree to which the design is sensitive to the relevant social structure and environment , including the needs of specific groups, families and communities
- Assess the degree to which the design is appropriate to social parameters including gender, age, disability or ethnicity including environment and demographic factors.

4.3. Policy Strategies

The implementation of the policy will be guided by strategies which are, respectively, broad and specific. The broad strategies will address the general approach while the specific strategies will address the key interventions and aspects of programme design for the targeted vulnerable and disadvantaged groups.

The broad strategies include:

The design and development of social protection strategies through structures and programme which take into account the observed social parameters, within the specific to the contextual environments for their implementation.

Strategy One

To guide the continuing development of an ultimately-comprehensive national social protection system for Papua New Guinea, initially targeting the vulnerable and disadvantaged groups.

Priorities

A comprehensive national system for social protection is formulated and implemented to the benefits of the vulnerable and disadvantaged groups in Papua New Guinea

A sustainable financing strategy is put in place to resource the national social protection systems to the benefits of the vulnerable and disadvantaged groups of people

A strategy for building capacity and infrastructure in, firstly, administration, accountability, monitoring and evaluation, together with policy and programme development, has to be formulated to enable the effective implementation of social protection. This includes the development of a robust, scaleable, information technology platform and network.

Strategy Two

To guide the development and integration within the wider set of social sectoral policies, of strategies and plans on social protection, targeting firstly the vulnerable and disadvantaged groups of people in Papua New Guinea

Priorities

Define a clear set of processes to guide social protection programme formulation in Papua New Guinea, within the framework of key aspects set out in Figure 5 above.

Strategy Three

To guide the synchronization of sectoral policies and strategies on social protection

Priorities

Undertake a national assessment on the existing national policies, programmes and wider initiatives relevant to the needs of vulnerable and disadvantaged groups, in order to develop a “bridging” strategy to ensure the synchronization of social protection interventions within the overall policy framework.

Strategy Four

To provide a guide for development and implementation of specific programme interventions, of social protection in line with the models, principles and approaches advocated in this Policy, targeting initially the vulnerable and disadvantaged groups but also with a longer-term perspective.

Priorities

Develop strategic plans for each of the target groups, in detail for those identified at the outset, and in outline for the longer term;

Assess the scope for synergies and alignment of models, principles and approaches to maximize the effectiveness with which to address the needs of the target groups

Strategy Five

To coordinate Policy implementation process across all sectors and on all levels of Government and society

Priorities

Establish policy and structural linkages, with specific reference to those aspects of national policy which encourage decentralized and autonomous functioning of social protection systems.

Chapter Five: National Social Protection Policy Implementation Infrastructure

Under the authority and supervision of the Government of Papua New Guinea, the policy will be implemented as appropriate by the full range of social sector stakeholders, with key focus on the establishment of strategies, specifically through:

- the development of social protection systems and schemes, to meet the needs of the vulnerable and disadvantaged groups,
- resource mobilization,
- capacity development,
- partnership and networking; in this regard it is envisaged that the Churches will play a role of particular importance

The following sections identify key aspects.

5.1. Establish National Social Protection Systems and Strategic Alignment

a) The policy framework,

The policy framework, which is multi-sectoral and cross-sectoral in nature, relies on a systems-management framework for social protection implementation and coordination, and will provide guidance on both the effective implementation of “downstream”, administration elements, together with “upstream”, feedback of elements to be mainstreamed at the level of the national policy framework.

b) Resource mobilization

i. Budget Policy Strategies

Budget policies at all levels of Government and Administration should recognize the issues and needs of the “vulnerable and disadvantaged groups” in the wider community. The weight that should be given to their needs in the light of the principles of population budgeting, may reflect the fact that they are estimated to represent about thirty per cent of the total population.

ii. Financial Strategies

It is important to the successful implementation of the Policy that it can rely on predictable and consistent financial strategies. Although it is recognized that resources are scarce, strategies for the successful mobilization of the necessary sustainable pool of financial resources exist. These include:

- Project Approach with fixed-budget regimes within project framework which can guarantee financial predictability, increased certainty and efficient implementation. The help of Development Partners may be sought, in particular for start-up needs.
- Joint-Funding arrangements between the Government, Development Partners, Churches and NGOs can structured within such a project framework regimes, allocating specific functions to each partner.
- Donor Trust Fund where different donors can be responsible for different aspects of resourcing the national social protection systems management framework.

c) Initial programming of Strategies relating to elderly persons and persons with disabilities

The provision of Social Pension for the elderly persons and those with disabilities is envisaged as the pioneer social protection strategy under this National Policy on Social Protection. The development of these provisions will pave the way, and provide lessons for further social protection provisions under this Policy in the future.

d) Awareness and Advocacy

The effectiveness of the Policy will rely on strong and in-depth awareness programmes covering Government, private sector, civil society and the community at large in relation to their roles and responsibilities. The Policy recognizes and will take advantage of existing awareness initiatives under various social sector programmes and aims to complement those efforts.

5.2. Capacity Development

It is crucial for the program implementation that key personnel are equipped with appropriate knowledge and skills. Policy implementation must therefore be accompanied by a plan for appropriate capacity building of the human resources of the different organisations involved in social protection programmes/projects. Partnerships with specialist organisations are envisaged for the development of the skills of project officers and as an important tool for building institutional capability.

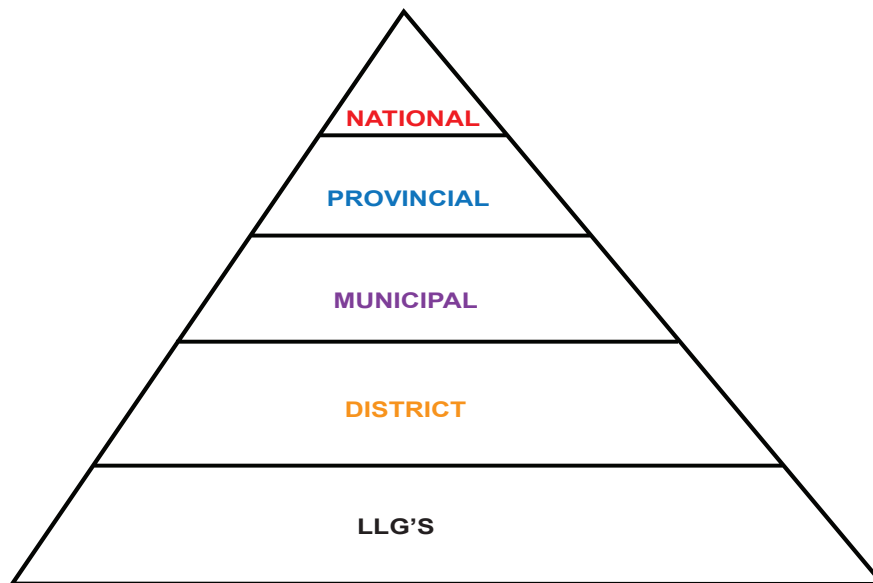
Such comprehensive capacity building plans should include programme leadership and administration management at all levels.

5.3. Partnership & Networking

The implementation of the policy requires collaboration and partnership by all sectors and at all levels. This include involvement and participation on planning, budgeting, strategies development and program design by the three (3) tiers of Government including City Commissions, District Development Authorities and NGOs and Churches. The figure below depicts the relationships between those different actors.

Inter-relationships between and among various levels therefore are paramount for the implementation as illustrated below.

Figure 1: Levels of implementation and where social protection is situated



5.7. Information Management Systems

Environmental and demographic information would form the baseline to any social protection interventions for vulnerable and disadvantaged groups of people. The Policy recommends for a comprehensive integrated central data-base. All information for vulnerable and disadvantaged groups would be disaggregated by gender, age, disability and ethnicity and should be included in all social protection strategies. The Information Management System data-base would preferably incorporate baseline information and periodic updates from various social protection interventions. Evidence-based research on social protection will feed the Information Management Systems periodically.

Chapter Six: Monitoring and Evaluation Model

6.1 Program Logic Model

Understanding change is required before the changes envisaged under various strategic interventions to safeguard the vulnerable and disadvantaged groups are measured. The policy adapts the “theory of change” principle to measure expected the change resulting from improved social protection systems which support vulnerable and disadvantaged groups in Papua New Guinea.

Implementation of social protection programs requires an effective monitoring and evaluation framework. It is recommended all multi-sectorial and cross-sectorial social protection programs should incorporate monitoring and evaluation as part of the program. This serves three purposes:

- Keeping track of social protection indicators and development goals of the vulnerable and disadvantaged groups
- Providing a planning tool for short-term and long-term goals
- Providing a tracking system to measure the progress of social protection programs within and across sectors

In order to assess performance of the national social protection program effectively, the “program logic model” under the theory of change will clarify the monitoring and evaluation process. The framework include the outcome flow-chart, the results chain, the logical framework, performance measurement framework and the evaluation.

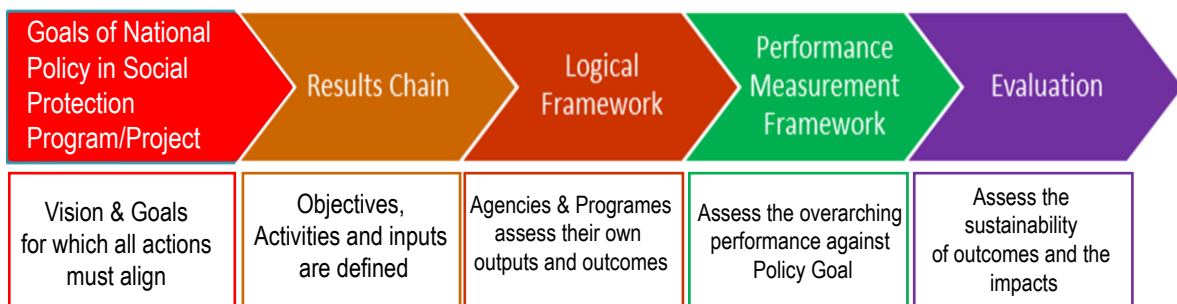
a) Outcome Flow-Chart

Figure 10: Flow chart of outcome data



b) Program Logic Model Flow Chart

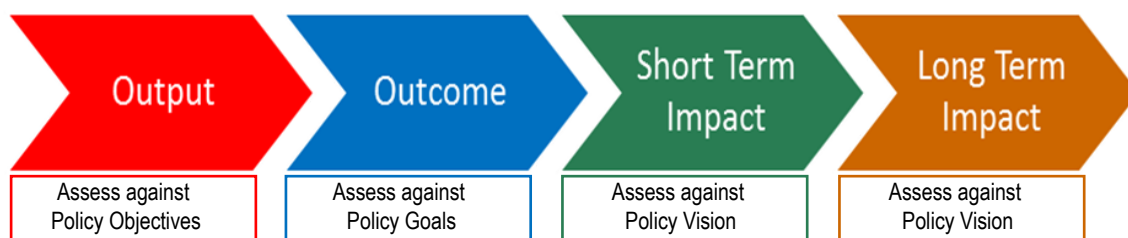
Figure 11: Program Logic Model



c) Results Chain

Monitoring and evaluation of national social protection programs will be conducted using the results chain shown in Figure 12. The detailed will be captured in the specific strategies.

Figure 12: Results Chain Flow Chart



d) Logical Framework

Figure 13 below shows the Logical Framework of the National Policy on Social Protection

Figure 13: Logical Framework

Level	Result	Indicator	Target	Assumption/Risk
Impact	There is a significant improvement in the quality of life of vulnerable and disadvantage groups of people in Papua New Guinea			
Outcome	Social and economic barriers to equitable access to social services and economic opportunities are significantly			
Output 1	A functional integrated national social protection system for is established for the vulnerable and disadvantaged group of people in Papua New Guinea			
Output 2	Social Protection Strategies and the Social Pension Strategy for persons with disabilities and elderly persons and formulated and implemented			
Output 3	Effective Resource Mobilisation			
Output 4	Effective Capacity Development for Policy implementation			
Output 5	Effective Awareness and Advocacy			
Output 6	Effective Partnership and Networking			
Output 7	Establish information Management System			
Activity	Under Output 1 <ul style="list-style-type: none"> Undertake a stakeholder analysis for social protection programs of vulnerable and disadvantaged groups 	A completed stakeholder analysis report	One comprehensive Report	Strong & consistent political will, fiscal space available, co-corporation by stakeholder agencies to share information,

	<ul style="list-style-type: none"> Undertake policy/regulatory review analysis for vulnerable and disadvantaged groups A national strategy is formulated for establishing an integrated national systems for social protection 	<p>A completed policy and regulatory review analysis report</p> <p>A national strategy is formulated</p>	<p>One comprehensive Report</p> <p>One strategy document is in placed</p>	<p>Willingness of stakeholder agencies to improve coordination</p> <p>Structures and mechanisms exist to undertake integration on social protection across sectors</p>
	<p>Under Output 2</p> <ul style="list-style-type: none"> A national social pension strategy for elderly persons 	<p>A national social pension strategy for elderly person is formulated</p>	<p>A document of social pension strategy for elderly persons</p>	<p>NEC mandate, support from treasury/central agencies</p>
	<p>Under Output 3</p> <ul style="list-style-type: none"> Establish social protection trust fund 	<p>A operational dedicated trust fund for social protection is established</p>	<p>A trust fund is established and operational by 2020</p>	
	<p>Under Output 4</p> <ul style="list-style-type: none"> Sector wide HR Plan is formulated Appropriate institutional framework for social protection Appropriate organisational framework for social 	<p>A HR Plan developed</p> <p>Governance & Coordination Structure in placed</p> <p>Governance and</p>	<p>A HR plan is established by 2016</p> <p>Governance and Coordination Structure in place by 2016</p> <p>Governance and coordination</p>	

	protection	Coordination Structure in place	structure in place by 2015	
	<p>Under Output 5</p> <ul style="list-style-type: none"> Awareness and communication strategy 	An awareness and communication strategy document is in placed	An awareness and communication strategy is formulated by 2016	
	<p>Under Output 6</p> <ul style="list-style-type: none"> Establish a national advisory & coordination committee 	A national advisory and coordination committee is established	A national advisory & coordination committee is established by 2015	NEC Endorse Policy, corporation from stakeholders
	<p>Under Output 7</p> <ul style="list-style-type: none"> Establish a central data-base and information management system/kits 	Complete set-up of central data-base and information management systems/kits at the headquarter and a pilot site	Complete data-base system and information infrastructure/kits at headquarter and pilot sites by 2016	Office relocation completed, softwares, staff recruitment completed

e) Performance Management Framework

A Performance Measurement Framework should be used in the reporting process. Each year an annual report for the Policy implementation should be compiled based on the monthly and quarterly monitoring and reporting process.

Figure 14 below shows the Performance Management Framework

Figure 14: Performance Management Framework

Indicator	Baseline	Target	Method, Data-Source	Frequency of Data collection & reporting	Responsibilities	Traffic Lights (Status)
1.	A functional integrated national social protection system for is established for the vulnerable and disadvantaged group of people in Papua New Guinea					
1.1. A completed stakeholder analysis report on social protection	Organisations and programs exist in different sectors	Stakeholder analysis review report completed by April 2015	Review reports and annuals reports from each agencies	Once	DfCDR and all relevant agencies/stakeholders	
1.2. A completed policy and regulatory review report on social protection	Laws, regulations and policies exist in different sectors	Policy and regulatory review report completed by June 2015	Review Reports and Annual Reports from each agencies	Once	DfCDR and all relevant agencies/stakeholders	
1.3. A national Strategy for Social Protection is formulated and implemented	Stakeholder Analysis Report and Policy & Regulatory Review Report	A national strategy document is in-placed by 2015	Strategy document from Policy Branch	Monthly, quarterly and annual reporting	DfCDR and all relevant agencies/stakeholders	
2	Social Protection Strategies and the Social Pension Strategy for persons with disabilities and elderly persons formulated and implemented					
2.1. Stakeholder Analysis Report	Laws, policies and programs exist in different	A national social pension strategy for elderly person is	Review reports and annual reports from each agencies	Annual data collection and bi-annual reports	DfCDR	

	sectors	formulated by 2015 and implemented				
2.2. Policy & Regulatory Review Report	Laws, policies and programs exist in different sectors					
3	Effective Resource Mobilisation					
3.1. Establish social protection trust fund	Information from central agencies (Treasury, Finance & Planning)	trust fund for social protection is established and operational by 2020	Review reports and annual reports from each agencies	Once and periodic reporting	DfCDR and relevant central agencies	
4.	Effective Capacity Development for Policy implementation					
4.1. Sector wide HR Plan is formulated	Stakeholder Analysis Report & Policy & Regulatory Review report	Sector HR Plan developed by June 2017	Review reports and annuals reports from each agencies	Monthly, quarterly and annual reporting	DfCDR & relevant stakeholders	
4.2. Appropriate institutional framework for social protection	Stakeholder Analysis Report & Policy & Regulatory Review report	By 2016	Review reports and annuals reports from each agencies	Periodic basis		
4.3. Appropriate organisational framework for social protection	Stakeholder Analysis Report & Policy & Regulatory Review report	By 2015	Review reports and annuals reports from each agencies	Periodic basis		

5	Effective Awareness and Advocacy					
5.1. Awareness and communication strategy	Information from Policy Branch	Completed by 2016	Information from stakeholders	Regular	DfCDR & stakeholders	
6	Effective Partnership and Networking					
6.1. Establish a national advisory & coordination committee	Stakeholder analysis report	By 2016	Annual reports	Regular intervals	DfCDR	
7.	Establish Information Management System					
7.1. Establish a central data-base and information management system/kits	Internal ICT Division & Policy Branch data-base	By 2016 fully established data-base system and infrastructure/ kits	Quarterly and Annual reports	Regular basis	DfCDR & ICT Stakeholders	

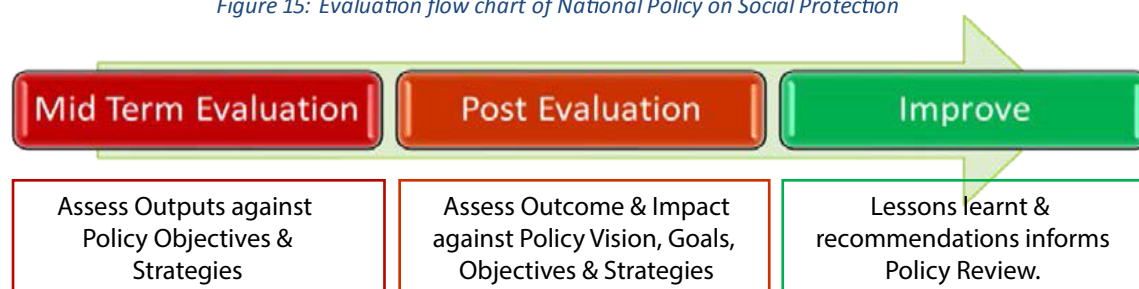
6.3. Evaluation

There should be a mid-term evaluation of the Policy after two years of implementation. The evaluation shall cover implementation of the national strategy and the specific strategies and sectoral programs and projects on social protection. The main focus of the evaluation shall be the appropriateness of the process and the strategies used in the social protection program. In addition it shall cover aspects of program grounding and delivery

The post-evaluation shall happen after five years. It will be comprehensive and encompasses strategies, systems, structures and processes and focus on outputs and outcomes (refer Figure 15).

The key lessons learnt will be used to guide the process of reviewing and improve the policy systems and delivery mechanism including strategies, program design and implementation in future.

Figure 15: Evaluation flow chart of National Policy on Social Protection



Annex 1. Five Social Protection Models

Traditional Residual Model

The Traditional Safety Net Model which experts refer to as the Residual Model is the most dominant form of Social Protection in PNG today. This model is practiced throughout all PNG societies. The model is often referred to as the “Wantok System”, although the term itself is described as having negative connotations linked to nepotism and corruption. Under that model, society is expected to care for itself by providing protection and other forms of social security to the vulnerable members of the households and communities.

However, using the PNG definition of social protection as a yard stick, this model does not provide strategies to empower individual households and to transform the lives of individuals and low income households in the long term. While the model provides some assistance and protection to vulnerable households and individuals, the level of assistance and protection is reactionary, unpredictable, negligible, and cannot improve the value of house assets or income in the long term.

Some studies and commentators have pointed out that the traditional model of social protection is now weakened as a result of changes in lifestyles in both urban and rural areas. The modern market driven economy, nuclear family units, the daily cost of living, and struggles to meet daily basic needs all exert pressure on wage earners particularly in urban centers. In reality, there is a limit on the ability of the extended family members, especially income earners, to meet cultural family obligations towards the elderly, those with disabilities, the widows and widowers, and children who have no other means of support and survival. Therefore the long term ability of the model to rid PNG of poverty and enhance people’s ability to cope with risks appears bleak.

Institutional Model

Almost opposite to the Residual Model is the Institutional Model of Social Protection. Under the Institutional Model the vulnerable and disadvantaged people are removed from the family and society and placed under institutional care in facilities that are established by the state for that purpose. In PNG, examples of such institutions include: the Prisons, the Juvenile Care Centers like the Boys Town, Cheshire Homes, the Laloki Psychiatric Centre, boarding schools, and tertiary institutions, hospital wards, and care centers. The Institutional Model is based on the idea that some individuals are either too helpless or are entirely abandoned by their families and therefore must be afforded complete care within an institutional setting.

Unfortunately, the current capacity of some of these institutions to care and provide for vulnerable people such as disabled and elderly with special needs is very weak in terms of numbers of people cared for and national availability. A number of reasons have been offered for this. Firstly, institutional care is a least desirable option compared to more “mainstream” options within families and the community. Second, the costs of long term institutional care are high per beneficiary, and therefore a heavy burden on private charity and public budgets. And most importantly, institutional care should be made available only to those with very special needs and no other options, meaning that this model should be operating on a limited scale with a highly selective group of beneficiaries.

Social Insurance Model

A third model found around the world is called social insurance, which refers to insurance mandated by the state, on a contributory basis, with explicit risk pooling features among high and low risk participants, and usually some form of subsidy from the state to ensure that the insurance program reaches the broadest possible group of beneficiaries, including those who cannot afford to contribute. Social insurance typically is established to protect people from catastrophic or high health costs, or to provide for a minimal “social pension” in old age, or to protect workers from periods of unemployment with an unemployment insurance program. Often these programs involve contributions from the state, from the individual participant, and the employer of working age participants.

Social insurance is to be distinguished from privately offered insurance that insures households against theft, natural calamities, health care costs, and accidents and so on. Social insurance is meant to cover at the least those who are employed in the formal sector, where their salaries are adequate to allow for regular deductions (or premiums) paid into the social insurance scheme. As would be expected, such schemes are difficult to extend to those working in the informal and self-employed labour markets. Increasingly, governments are determined to close “coverage gaps” of such programs to bring them to the informal and lower income levels of society. Social insurance can also be structured as entirely non-contributory from the individual participants, and in this case, the Social Insurance Model comes close to the Social Safety Net Model.

Social Savings and Credit Model

Many countries, including PNG, have launched savings schemes backed by the government with seed money or other support, and aimed at helping various target groups to save more regularly and to tap into those savings for investment loans. The well-known model of micro credit and savings born in Bangladesh many years ago, the Grameen Bank founded by Muhammad Yunus, has spawned many similar group schemes aimed at helping poor people to save and access credit. Such schemes operate in PNG on a small scale and are also found widely in the Pacific. The South Pacific Business Development Foundation was one of the first Pacific microcredit schemes in the Pacific, founded in 2000 in Samoa, and is still thriving today. These schemes typically are aimed at helping poorer entrepreneurs to raise their productivity and income, and are unlikely to be used to insure against shocks and income loss.

The Task Force Secretariat visited New Zealand and saw an example of a government backed savings scheme, Kiwisaver, which enrolls voluntarily any New Zealander into the savings scheme with a kick start contribution to the individual’s savings account from the Government and annual tax credits thereafter to match continuing contributions from the member. Designed as a way to encourage savings (but not as a source of credit) and to provide additional income security in old age above that provided by the Government’s superannuation scheme, Kiwisaver accounts receive contributions from workers and their employers (if they are employed) and the government. Savings can be withdrawn to help purchase a first home but are otherwise held to retirement. It is administered by various private fund managers.

The NAS Fund and other PNG superfund managers are examples of retirement oriented savings schemes operating for people working in the formal sector in PNG. Similar to Kiwisaver in some respects, the PNG superfund companies manage individual savings accounts for workers until they

retire, when proceeds are disbursed. The main difference between the PNG superfunds and Kiwisaver is the “social” character of Kiwisaver, in that the government subsidizes the accumulation of savings for each member.

The savings and credit model would be difficult to expand to the rural and informal sectors of the economy for a number of reasons, and would present major implementation issues as a national or universal scheme in PNG. These schemes also lack risk pooling as the individual savings are not shared in a common fund to cover adverse shocks to members. The microcredit aspect of some schemes allows individuals to tap into the group savings, but only for investment purposes linked to a micro enterprise.

The savings schemes such as NasFund in PNG are closely tied to the formal labor market, and would encounter considerable practical barriers in attempting to expand coverage to the rural and informal sector, not to mention the most vulnerable groups in PNG society. If a “social” savings scheme with government subsidy were to be introduced in PNG, this also would tend to favor those in the formal sector and those with incomes high enough to generate discretionary savings, leaving vulnerable families with little or no protection.

As measured against our four yardsticks of social protection, the savings and credit schemes generally offer some protection against poverty in old age, but given the individual character of savings schemes and the lack of government subsidy, protection of the poor and vulnerable is weak, and the assistance character of these schemes is also undeveloped. They do empower those who successfully participate in the schemes, but it would be difficult to say they are transformative. At this stage of PNG development, a social savings/credit scheme might be premature.

The Social Safety Net Model

Social Safety Nets refer to non-contributory transfer programs targeted to the poor or members of particular vulnerable groups, regardless of their means. Most international agencies use a similar definition of safety nets or of social assistance, another term used widely to refer to such transfer programs. The Asian Development Bank, for example, defines social assistance as programs designed to assist the most vulnerable individuals, households and communities to meet a subsistence floor and improve living standards. The ILO defines social assistance as tax-financed benefits to those with low incomes.

The Social Safety Net model is seen in many forms following different designs. But all have in common a non-contributory character (from the beneficiary), aim at more vulnerable target groups, and provide the benefit in cash or in-kind. Some examples of different designs are:

- Cash transfers or food stamps provided to means tested recipients or categorical recipients (elderly or children for example)
- In-kind transfers such as food via school feeding programs or mother/child food supplementation programs or free school supplies or uniforms, to name a few examples of in-kind transfers.
- Price subsidies for commodities (food, energy), aimed at making the commodities available at

lower than market prices, and thus benefiting vulnerable and other households.

- Conditional transfers to vulnerable or poor households who must comply with certain conditions to use education or health services for family members, especially children.
- Jobs on labor-intensive public works schemes, sometimes called workfare.
- Fee waivers for essential services, such as health care, schooling, utilities or transport

Social safety nets financed by government are in their infancy in PNG. New Ireland Province has pioneered a monthly cash transfer program for all elderly over age 65 living in the province. Traditional social protection is practiced in PNG like a social safety net, with families giving and receiving cash and in-kind gifts in good and hard times.

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