



Terms of Reference

PNGEITI Country Report for 2025-2026

August 2026

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1. Background

Papua New Guinea (PNG) has implemented the Extractive Industries Transparency Initiative (EITI) since 2013 to improve transparency and accountability in the management of revenues from the extractive sectors. The PNG EITI Multi-Stakeholder Group (MSG) comprising representatives from the government, industry and civil society organizations oversees the implementation of the EITI Standard.

PNG has published twelve (12) annual EITI Country Reports since 2013, conducted thematic studies on *Beneficial Ownership*, *Subnational Payments*, *State-Owned Enterprise Transparency*, *Contract Transparency*, and *DPE Cadastre System*. PNG underwent Validation in 2018 and 2022 and recently in April 2026 under 2023 EITI Standard.

This Terms of Reference is aligned with the priorities of the PNGEITI Multi-Stakeholder Group (MSG) for the 2025/2026 work plans, and is informed by the national development objectives, as well as recommendations arising from the PNGEITI FY2024 Country Report and the corrective actions from the 2026 Validation Report, and the various thematic studies conducted. Key focus areas include beneficial ownership disclosure, improving contracts and licensing transparency, improving reporting on subnational payments and revenue flows, supporting state-owned enterprise disclosures, and emerging issues such as energy transition and environmental payments. These priorities reflect the MSG's commitment to deepening EITI implementation in PNG and ensuring that extractive sector governance continues to support sustainable development outcomes in Papua New Guinea.

2. Objectives of the Assignment

The objective of this assignment is to support the PNGEITI Multi-Stakeholder Group (MSG) in advancing the implementation of its 2025/2026 Work Plan priorities by addressing key gaps in extractive sector transparency and accountability. The assignment will be guided by the MSG's priority areas, relevant national development and governance objectives, as well as the corrective actions from the 2026 EITI Validation, recommendations from the PNGEITI FY2024 Country Report, and recommendations from the various thematic scoping studies.

These include but are not limited to recommendations on contracts disclosure, state-owned entities (SOEs) transparency, beneficial ownership disclosure, subnational payments and transfers, environmental payments, and energy transition-related disclosures.

The TOR is intended to ensure that these priority areas are not only reviewed but also translated into practical, actionable recommendations and implementation pathways for MSG consideration.

Based on this, the IA will support the MSG to prioritize actions, assess progress on corrective actions and recommendations, and determine which findings remain relevant, require updating, or have not yet been implemented.

The assignment aims to:

- assist the PNGEITI MSG in strengthening disclosures in line with the 2023 EITI Standard, aligned with the PNGEITI national workplan
- assess the comprehensiveness and reliability of the data

- support the MSG in making recommendations to strengthen government systems and natural resource governance

The IA is expected to support the PNGEITI MSG to:

1. Produce the FY2025 and FY2026 PNGEITI Country Reports in compliance with the 2023 EITI Standard
2. Provide an updated mapping of all available disclosures in accordance with EITI 2023 Standard by identifying the extent of current compliance, data availability, and reporting practices across relevant government agencies, SOEs and extractive companies
3. Assess progress against previously identified recommendations from EITI Validation and thematic scoping studies, and indicate where such recommendations remain relevant, require updating, or have not yet been implemented
4. Support the MSG in identifying governance gaps, risks, and areas for reform in the extractive sector
5. Promote data accessibility, including preparation of summary data files in readable report formats

The IA must be fully independent, technically competent, and free from any conflicts of interest.

3. Scope of Work

The assignment covers the full EITI reporting cycle and associated technical work, structured under five (5) phases.

Phase 1: Scoping and Inception

Phase 1 will focus on ensuring that the Terms of Reference (TOR) for EITI reporting is fully aligned with strategic priorities of PNGEITI Multi-Stakeholder Group (MSG) as articulated in its 2025/2026 Work Plans, national context, as well as corrective actions from the 2026 Validation Report, PNGEITI FY2024 Country Report recommendations, and other thematic studies carried out.

The MSG will review and formally approve the TOR, ensuring that it clearly defines the objectives, scope and expected outcomes of the assignment.

As part of this phase, the MSG will determine priority EITI Requirements, disclosures, and thematic areas to be addressed in the report, based on national priorities, data availability, and identified gaps in implementation.

The TOR explicitly reflects these agreed priorities to provide clear guidance to the Independent Administrator (IA) on the focus and expected output of the report. This will ensure that the IA's work is targeted, relevant, and responsive to both MSG strategic objectives and PNG's broader extractive sector governance agenda.

The IA will:

1. Review background information including the PNGEITI 2025/2026 Work Plans, 2026 Validation corrective actions, PNGEITI 2024 Country Report recommendations, including recommendations from previous thematic studies, as well as applicable national policies and legal frameworks governing the extractive sector.
2. Confirm the fiscal period under review and define the coverage of the EITI Report.
3. Identify and align reporting priorities and key governance questions based on the MSG's agreed priorities as outlined in the 2025/2026 Work Plans
4. Determine the MSG approved materiality threshold for the relevant reporting year, consistent with the 2023 EITI Standard and reflects the national context.
5. Identify data gaps, controls, and systematic disclosure opportunities.
6. Agree with the MSG on appropriate data quality assurance mechanisms for both financial and non-financial data, including procedures for data reliability, reconciliation and validation.
7. Document the scoping study and obtain MSG approval.
8. Support the MSG to assess the applicability of EITI Requirements for the year under review, facilitate structured discussions on their relevance, and document MSG decisions regarding inclusion, exclusion, and prioritization of requirements as a formal deliverable.

The scoping report informs the inception report.

The IA will:

1. Include materiality statement confirming MSG's decisions on payments and revenues to be covered in the PNGEITI Country Report for FY2025 and FY2026
2. Include statements of materiality confirming the MSG's decisions on the companies and government entities that are required to report in the PNGEITI Country Report for FY2025 and FY2026
3. Exercise judgements and apply appropriate international professional standards in developing procedures that provide sufficient basis for production of a comprehensive and reliable PNGEITI Country Report for FY2025 and FY2026
4. Document options considered and the rationale for the assurance to be provided

The expected output by the IA:

- **Scoping report**
- **Inception report**

Phase 2: Data Collection and Initial Analysis

The purpose of this phase is to analyze the comprehensiveness of EITI disclosures. Information required by the EITI Standard may not always be in a sufficiently disaggregated format, and data collection may reveal gaps in the comprehensiveness of both revenue and non-revenue data.

The IA will:

1. Use MSG approved templates for data collection (revenue and non-revenue) as issued by National Secretariat
2. Collect reporting templates and accompanying documentation.
3. Compile and cross-check systematically disclosed data with submitted forms.
4. Assess:
 - Comprehensiveness
 - Timeliness
 - Disaggregation (company, project, revenue streams, government agency)
5. Identify initial gaps, inconsistencies, and missing information.
6. Follow up with entities to address discrepancies.

The expected output by the IA:

- **Reconciliation draft report (First draft report)**

Phase 3: Data Quality Assurance

This phase entails that appropriate measures are undertaken to ensure reliability of government revenues as outlined in EITI Requirement 4.9b.

The MSG has approved an Agreed-Upon Procedure (AUP) to be performed for the purpose of data quality assurance of revenue data. This process is undertaken by Auditor General's Office to conduct the Testing of Receipts to confirm extractive revenue figures reported by reporting agencies. It is not an audit, review or other assurance engagement. It does not express an opinion or assurance conclusion of any form.

The AGO is expected to report the results to the MSG. The AUP Report is solely for the purpose of assisting PNGEITI MSG in determining whether the extractive revenue stream amounts reported by reporting agencies are reliable and credible to be disclosed on the EITI Report for a particular financial year and is not suitable for any other purpose.

The MSG will then provide the AUP Report to the IA as a limited assurance assessment of revenue data by reporting agencies.

The IA will, based on the AUP Report:

1. Determine whether the extractive revenue data reported by reporting agencies are reliable and credible for the purpose of EITI Report disclosure for a particular financial year and no other purposes

2. Resolve any discrepancies
3. Provide a clear statement on data reliability.
4. Recommend improvements in audit, attestation, or reporting systems.

The expected output by the IA:

- **Second draft report**

Phase 4: MSG Gap Analysis and Governance Diagnostics

This phase will ensure that the MSG analyses the data to address key governance questions established for the reporting cycle. The MSG plays a critical role in ensuring that the EITI implementation tackles the most important governance challenges in the PNG extractive sector.

The IA will prepare structured analysis addressing priority thematic areas and EITI Requirements as determined by the MSG. The scope of analysis will be guided by the MSG's 2025/2026 Work Plan priorities, national context, and recommendations from the FY2024 PNGEITI Country Report, and the 2026 Validation corrective actions.

The MSG will determine which of the following areas are most critical for the reporting year, and therefore, not all items listed below are expected to be covered in the reports.

The IA will, based on MSG prioritization, prepare analysis on

1. **Legal and practical deviations** in licensing, permitting, and cadastre systems.
2. **Contract and beneficial ownership transparency gaps** and compliance status.
3. **State participation and SOE financial transparency**, including KPHL and KMHL dividends and quasi-fiscal expenditures.
4. **Production, export, and commodity trading disclosures**, including state sales.
5. **Revenue collection, transfers, and subnational payments**, including arrears or discrepancies.
6. **Environmental and social expenditures**, including mandatory obligations.
7. **Systemic governance risks**, inefficiencies, and control weaknesses.

Based on findings, the IA will draft an **actionable evidence-based recommendation** aligned with national reforms and planning processes, as identified by the MSG. These recommendations should be clearly linked to specific policy, legal, and institutional frameworks to ensure relevance. In particular, the recommendations should aim to inform and support:

- Ongoing public financial management reforms led by Department of Treasury, including revenue forecasting, collection, and reporting improvements for the extractive sector
- SOE governance reforms, including transparency and accountability measures aligned with national SOEs oversight frameworks

- Implementation of beneficial ownership disclosure requirements and broader anti-corruption, and transparency initiatives
- Subnational revenue management and service delivery frameworks, particularly in provinces and local-level governments impacted by extractive projects
- Energy transition strategies
- Sovereign Wealth Fund

The expected output by the IA:

- **Actionable recommendations**

All recommendations should be practical, prioritized, and sequenced, with clear indication of responsible entities, timelines, and potential implementation pathways.

Phase 5: EITI Reporting and Dissemination

The purpose of EITI Reporting is to inform public debate and discussions on extractive sector governance issues in line with MSG priorities and the PNG country context. To achieve this, the EITI Report should be presented in a clear accessible manner that considers key audiences, information access challenges and information needs of different groups. Consideration should be made with respect to the length and language of reports, which should include summary of key findings.

The IA will:

1. Ensure any comments by the MSG are considered and incorporated in the Final PNGEITI Country Report for FY2025 and FY2026
2. Ensure the report is accessible, professionally edited, and clearly designed, and it is easy to read and understand.
3. Prepare:
 - **Summary data files (CSV)** for each fiscal year
 - **Open data tables** aligned with EITI International Standard requirements
4. Submit a final electronic version and all supporting datasets to the National Secretariat.

The expected output by the IA:

- **Final PNGEITI Country Report**
- **Summary Data Template**
- **Data collected for the report in Open format**

4. Deliverables and Timelines

Deliverable

Contract signing

Timeline

Month 0

Deliverable	Timeline
Scoping Report and Inception Report	Month 0
MSG approval	Month 0
Data collection and analysis	Month 1–4
Reconciliation (first) draft report	Month 5
MSG review and comments	Month 5
Data quality assurance	Month 5
Second draft report	Month 6
MSG approval	Month 6
Final FY2025–2026 EITI Report	Month 6
Summary data files (standard format)	Month 7

Dates may be adjusted depending on reporting cycles and Validation deadlines.

5. IA Qualifications

The IA must demonstrate:

Core Technical Expertise

- Proven experience in oil, gas, and mining sector governance
- Strong knowledge of fiscal regimes and public finance
- Experience with EITI reporting on 2023 EITI Standard (preferred)
- Audit, accounting, and financial analysis proficiency
- Familiarity with ISRS 4400, ISA, ISSAI, or international audit standards

Other Requirements

- Independence from data-producing entities
- No conflicts of interest
- Ability to conduct stakeholder consultations in PNG
- Experience in data analysis, risk assessment, and reporting systems
- Capacity to produce high-quality written reports

Team Competencies

- Team Leader (senior expert)
- Financial analyst or auditor
- Extractive sector specialist
- Data/reconciliation expert
- Local liaison or PNG context advisor (preferred)

6. Client Inputs and Reporting Arrangements

The IA will report to:

- **PNGEITI National Secretariat**, and
- **PNGEITI Multi-Stakeholder Group (MSG)**

The Secretariat will provide:

- Letters to government agencies and companies
- Background documentation

- Logistical support for stakeholder consultations
- Access to systematic disclosure platforms

The MSG will:

- Approve the materiality thresholds
- Approve reporting templates
- Review and approve reports
- Endorse the final EITI Report before publication

7. Payment Schedule

Payment Milestone	% Payment
Upon Contract signing	10%
Upon MSG approval of Scoping Study and Inception Report	10%
Upon MSG approval of Reconciliation Report (First Draft Report)	25%
Upon MSG approval of Second Draft Report	15%
Upon MSG approval of Final Report	30%
Upon to the MSG of completed Summary Data Templates and all data collected in open format	10%
Total	100%

8. Annexes

- **Annex A:** Client's input and counterpart personnel
- **Annex B:** Reporting requirements and timeline for deliverables
- **Annex C:** Payment schedule for both reports
- **Annex D:** Qualification requirements for Independent Administrator (IA)
- **Annex E:** Statement of materiality
- **Annex F:** Government revenue testing and reliability
- **Annex G:** Reporting entities – Companies and Government Agencies
- **Annex H:** Non-revenue information to be included in the Report
- **Annex I:** 2022 Validation Report Corrective Actions
- **Annex J:** Report Structure
- **Annex K:** PNGEITI Multi-Stakeholder Group (MSG) list
- **Annex L:** Resource and guidance materials