ANNEX 1. TERMS OF REFERENCE

Introduction

As part of its annual work plan, the Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) will conduct an Independent Subregional Programme Evaluation of the Pacific (ISRPE) in 2021. Typically completed in the penultimate year of a programme cycle, this evaluation is expected to inform the new subregional program. In addition to providing evaluative evidence of UNDP's contribution to the subregion's development priorities. The purpose of an ISRPE is to:

- Support the development of the next UNDP Subregional Programme Document (SRPD) for the Pacific Island countries and territories
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board
- Contribute to lessons learning in UNDP

ISRPE are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.[1] The responsibility of IEO, which reports directly to the Executive Board, is two-fold: (i) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (ii) enhance the independence, credibility and utility of the evaluation function and its coherence, harmonization, and alignment in support of United Nations reform and national ownership.

This is the second subregional level evaluation conducted by the IEO, focusing on the Pacific subregion. IEO conducted the 'Assessment of Development Results: Pacific Islands' in 2012[2]. The Pacific subregion, including the former Pacific Centre, was covered in the 'Evaluation of the Regional Programme for Asia and the Pacific 2008-2013' published in 2013[3] and 'Evaluation of Second Regional Cooperation Framework for Asia and the Pacific - 2002-2006' released in 2007[4].

This ISRPE will focus on the UNDP Subregional Programme Document for the Pacific Island Countries and Territories (2018-2022) and its contribution to the United Nations Pacific Strategy[5] (UNPS). This ISRPE is intended to contribute to the preparation of the next UNDP Pacific SRPD and UNPS starting in 2023. The IEO will conduct the evaluation in close collaboration with the governments of the 14 Pacific Island countries and territories under the UNDP Pacific Subregional Programme Document: the Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu; the UNDP Fiji and Samoa multicountry offices (MCOs), and the UNDP Regional Bureau for Asia and the Pacific (RBAP).

The global COVID-19 pandemic has presented UNDP with considerable challenges in implementing its ongoing programme of work in line with the CPD. Even more so than usual, UNDP has been required to be adaptable, refocusing, and restructuring its development work to meet the challenges of the pandemic

---

[1] http://web.undp.org/evaluation/documents/evaluation-policy.pdf.
The ISRPE will also be conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (www.uneval.org).
[2] https://erc.undp.org/evaluation/evaluations/detail/5826
[3] https://erc.undp.org/evaluation/evaluations/detail/6677
[4] https://erc.undp.org/evaluation/evaluations/detail/2686
[5] This is the Pacific Island's version of the UNDAF/UNSDCF

and the need of countries to effectively prepare, respond and recover from the broader COVID-19 crisis, including its socio-economic consequences. This ISRPE will consider the level to which UNDP has adapted to the crisis and support the Pacific subregion's preparedness, response, and recovery, meeting the new development challenges that the pandemic has highlighted or which may have emerged.

Subregional context

Overview

The Pacific subregion's coverage by UNDP includes 14 countries and territories[6] (figure 1). The subregion has an estimated total population of 2.5 million people. The subregion, also referred to as Oceania, could be divided into three major groups[7]: Melanesia[8], Micronesia[9], and Polynesia[10]. Each country and territory is unique in its geography, population, land area, history, culture, economies, natural resource endowment, and political systems (table 1). Fiji is the most populous country, with about 849,961 residents, and Tokelau is the smallest, with a population of about 1,506. The atoll nation of Kiribati is one of the most remote and geographically dispersed in the world, spread over 3.5 million km^2 of ocean – an area larger than the entire Caribbean.[11] These islands are small with limited natural resources, narrow-based economies, large distances from major markets, and vulnerable to external shocks.

While most Pacific island countries and territories in the subregion are classified as middle-income countries[12], Kiribati, Solomon Islands and Tuvalu are also categorized as Least Developed Countries (LDCs). Samoa graduated from its LDC category in 2014. Currently, Vanuatu graduated in 2020, and the Solomon Islands is expected to graduate in 2024. Despite improvements in the economic status of some countries within the subregion, a quarter of Pacific islanders live below the 'basic needs' poverty line.[13]

The Pacific island countries and territories in this subregion are some of the most aid-dependent in the world when measured by aid inflows as a proportion of national income.[14] The total ODA receipt in 13 of the 14 countries in the last 10 years is estimated at 9.7 billion. Inequality in the Pacific is also prevalent. Although there is incomplete data, the Coefficient of Human Inequality is high in Fiji (14.9) and Kiribati (17.9) in comparison with New Zealand (7.5). The GINI coefficients of the seven Pacific island countries (table 1) are comparable to countries with high HDI. The same GINI coefficients are also lower than that of high HDI countries like Seychelles (46.8) and a Pacific country like Papua New Guinea (45.3).

---

[6] According to the UN classification: Federated States of Micronesia Fiji, Kiribati, Marshall Islands, Nauru, Palau, Samoa, Solomon Island, Tonga, Tuvalu and Vanuatu are United Nations Member; Cook Islands, Niue are Non-UN Members/Associate Members
of the Regional Commissions, and Tokelau is a non-self-governing territory
https://www.un.org/en/development/desa/policy/wesp/wesp_current/2014wesp_country_classification.pdf
[7] https://unstats.un.org/sdgs/indicators/regional-groups/
[8] Included in the evaluation: Fiji, Solomon island, Vanuatu; Not covered by the evaluation: New Caledonia and Papua New Guinea)
[9] Included in the evaluation: Federated States of Micronesia, Kiribati, Nauru, Palau; Not covered by the evaluation: Guam, Northern Marianas Islands, USA Minor Outlying Islands
[10] Included in the evaluation: Cook islands, Niue, Solomon Islands, Tonga, Tuvalu, Tokelau, Samoa; Not covered by the evaluation: American Samoa, French Polynesia, Pitcairn islands, Easter island, Wallis and Fortuna and New Zealand,
[11] UNDP, 'Subregional Programme Document for the Pacific Island Countries and Territories', 2017.
[12] According to the World Bank 2020 classification, Fiji, Marshall Islands, Samoa, Tonga and Tuvalu are upper middle-income countries. Kiribati, Micronesia (Fed. States of), Solomon Islands and Vanuatu are lower middle-income countries. Cook Island, Niue and Tokelau are unclassified.
[13] United Nations, 'A Quarter of Pacific Islanders Live Below 'Basic Needs Poverty Lines', Top UN Development Forum Hears', July 2019.
[14] Percentage of GNI as ODA: Tuvalu (55.8 percent), Nauru (31.2 percent), Federate State of Micronesia (24 percent), Tonga (20.1 percent), Marshall Islands (19.2 percent), Samoa (15.2 percent), Kiribati (14.8 percent), Solomon Islands (14.2 percent), Vanuatu (13. 8 percent). Source: World Development Indicators, 2019.

Figure 1. Map of the Pacific

Source: United Nations Pacific Strategy 2018-2022.

Table 1. Overview of Pacific Island countries and territories

	Country/ Territory	2019 HDI index[1]	2019 HDI rank[1]	Pop.[2]	Pop. Growth[2]	Land Area (km2)[2]	ODA 2010-19 ($ million)[3]	ODA 2018-19 ($ million)[3]	Per capita GDP ($)[2]	Per capita ODA ($)[4]	Coeff human Inequality[5]/ GINI[6]
	Fiji	0.743	93	894,961	0.41%	18,333	993	246	6,152	118.30	14.9/36.7
	Kiribati	0.63	133	118,744	1.69%	811	597	135	1,636	544.10	17.9/ND
	Marshall Islands	0.704	117	54,590	0.08%	181	633	121	4,337	1,057.90	ND/ND
	FS Micronesia	0.62	136	105,503	0.26%	701	1,071	192	3,830	967.98	ND/40.1
Fiji MCO	Nauru	No data	No data	11,690	1.61%	21	295	91	11,666	2,764.01	ND/ND
	Palau	0.826	50	17,930	0.21%	444	293	111	15,673	1,659.61	ND/ND
	Tonga	0.725	104	99,780	-0.28%	749	790	203	5,081	766.81	ND/37.6
	Tuvalu	No data	No data	10,580	0.81%	26	287	63	4,223	2,585.38	ND/39.1

	Vanuatu	0.609	140	294,688	2.27%	12,281	1,141	258	3,260	448.14	ND/37.6
	Solomon Islands	0.567	151	712,071	2.24%	28,230	2,182	414	2,295	414.45	ND/37.1
Samoa MCO	Cook Islands	No data	No data	15,281	0.43%	237	218	62	24,913	1,423.34*	ND/ND
	Niue	No data	No data	1,562	-1.33%	259	166	37	18,757	10,630.60*	ND/ND
	Samoa	0.715	111	198,646	0.58%	2,934	1,046	249	4,284	557.26	ND/38.7
	Tokelau	No data	No data	1,506	0.20%	12	No data	No data	6,882	No data	ND/ND

Sources: 1 and 5-UNDP Human development report 2020; 2-Pacific Community Statistics for Development Division; 3-OECD QWIDS, 22 April 2021; 4 and 6-World Bank data; *-Calculations by the evaluation team

Issues in the Pacific subregion

The economic impact of the COVID-19 pandemic has been devastating in the subregion. The remoteness of the Pacific Island countries and territories provided initial health protection as many were able to close their borders. Still, the pandemic devastated the Pacific economies, which rely primarily on international tourism and trade. There have been supply-chain disruptions, including in the fisheries industry—a significant sector in the subregion.[15] In 2019 remittances averaged about 10 percent of GDP in the Pacific Island countries and territories and exceeded 40 percent in Tonga, and were about 15 percent in Samoa and the Marshall Islands. Remittances were predicted to decline by 116 million in the Pacific subregion (5.7 percent) in 2020.[16] The closure of the tourism industry also had wide negative effects. In April–September 2020, monthly tourist arrivals in the Pacific were negligible. The subregional gross domestic product (GDP) growth, which was low before the pandemic, is forecasted to contract by 6.3 percent in 2020, to recover and grow by 1.3 percent, contingent on how quickly travel and trade restrictions are lifted. [17]

Pacific island countries and territories vary in human development (table 1). Of the nine Pacific Island countries and territories ranked in the Human Development Index: Palau (50th), Fiji (93rd), Tonga (104th) and Samoa (111st), and Marshall Islands (117th) are in the high human development category; Kiribati (134th), the Federated States of Micronesia (136th) and Vanuatu (140th) are in the medium human development category, while the Solomon Islands (151st) is ranked in the low human development category.

While there are cultural differences in women's standing and variation in gender inequality in the Pacific Islands, most Pacific Island countries and territories are characterized by low female participation in parliaments[18], attitudinal and structural barriers to equal participation in decision-making, and obstacles in access to justice, inheritance, and ownership. Women and girls in this subregion experience some of the highest rates of gender-based violence in the world.[19] Women and youth also face higher unemployment

---

[15] IMF, 'Pacific Island Threatened by COVID-19', May 2020.

[16] ADB, 'COVID-19 Impact on International Migration, Remittances, and Recipient Households in Developing Asia', August 2020.

[17] ADB, 'Pacific Economic Monitor', December 2020.

[18] Percentage seats held by women: Palau (13.8 percent), Fiji (19.6 percent), Tonga (7.4 percent), Samoa (10 percent), Marshall Islands (6.1 percent), Kiribati (6.5 percent) and Solomon Islands (4.1 percent). Source: UNDP Gender Inequality Index, 2020.

[19] Pacific Community, 'Women's Economic Empowerment in the Pacific', August 2017.

rates and are more likely to be employed in the informal sector. The population in the subregion is exceptionally young, with half the population being under twenty-three. Skills development and employment remain a challenge because of low-level education attainment. Most Pacific Island countries and territories possess small, slow-growing economies, which are not creating enough jobs to keep pace with population growth.[20]

Climate change and natural disasters affect almost every facet of society and the economy, despite the subregion's limited contribution to global emissions. This makes economic progress both fragile and reversible. Stronger, longer, and more frequent king tides, cyclones, droughts, and flooding already displace people regularly. The low elevation of many of the islands makes them highly susceptible to rising sea levels. Pacific island countries and territories such as Kiribati and Tuvalu have raised concerns about their capacity to sustain their populations into the future.[21] The village of Vunidogala in Fiji has been recently abandoned[22], and the township of Taro, a provincial capital in the Solomon Islands, is relocating because of rising sea levels[23]. The vulnerability of Pacific Island countries and territories is also increasing due to the degradation of natural resources. Key drivers include population growth and migration (internal and external), poor coastal development and land-use planning, unplanned urban growth, and water and ecosystem degradation, including subsurface and coastal water pollution.[24]

Most Pacific Island countries and territories have national and sectoral plans, but these are generally not well resourced or implemented.[25] Pacific Island countries and territories also struggle with the structural constraints of being isolated and scattered across the ocean, which further hinders their ability to deliver services, including primary health care. The COVID-19 pandemic highlighted the need to strengthen social protection systems to help alleviate the adverse impacts of prevailing travel restrictions on peoples' livelihoods.

ODA in the Pacific

The 10-year Official Development Assistance in the Pacific has constantly fluctuated with an overall dip in 2016. Figure 2-4 group the countries in terms of the total amount of ODA from 2010-2019. Group 1 (figure 2) includes countries with more than $ 1 billion in ODA receipts, group 2 (figure 3) are countries with ODA between $ 500 million to 1 billion USD in ODA receipts, and group 3 (figure 4) has ODA below $ 500 million USD. Cook Islands, Fiji, Kiribati, Nauru, Niue, Palau, Samoa, Vanuatu, Tonga, and Tuvalu have increasing ODA trendlines. Fiji has the steepest increase while Niue has almost a horizontal increase. Federated States of Micronesia, Marshall Islands, and the Solomon Islands are on a downward ODA trend, with Solomon Island having a sharp decline.

The average 10-year Net ODA received per capita (US $) shows that an individual from Nauru and Tuvalu has an average share of ODA the USD above $ 2000. Nationals of Cook Islands, Marshall Islands, Palau has a net per capita ODA between $ 1,000-2000. In Kiribati, Federated States of Micronesia, Samoa, Solomon Islands, Tonga, and Vanuatu, the net per capita ODA is below $ 1,000. Fiji has the lowest with ODA per capita at $ 118 per person. Niue is an outlier at $ 10,000 per person.

[20] Lowy institute, 'Demanding the Future: Navigating the Pacific's Youth Bulge', July 2020.
[21] Lowy Institute, 'Preparing for When Climate Change Drives People from their Homes', October 2020.
[22] Mcnamara and Combes, Planning for Community Relocations Due to Climate Change in Fiji, 2015
[23] Coast Adapt, https://coastadapt.com.au/sites/default/files/case_studies/CSS3_Relocation_in_the_Solomon_Islands.pdf
[24] The World Bank, 'Pacific Possible', 2017.
[25] UNDP, 'Subregional Programme Document for the Pacific Island Countries and Territories', 2017.
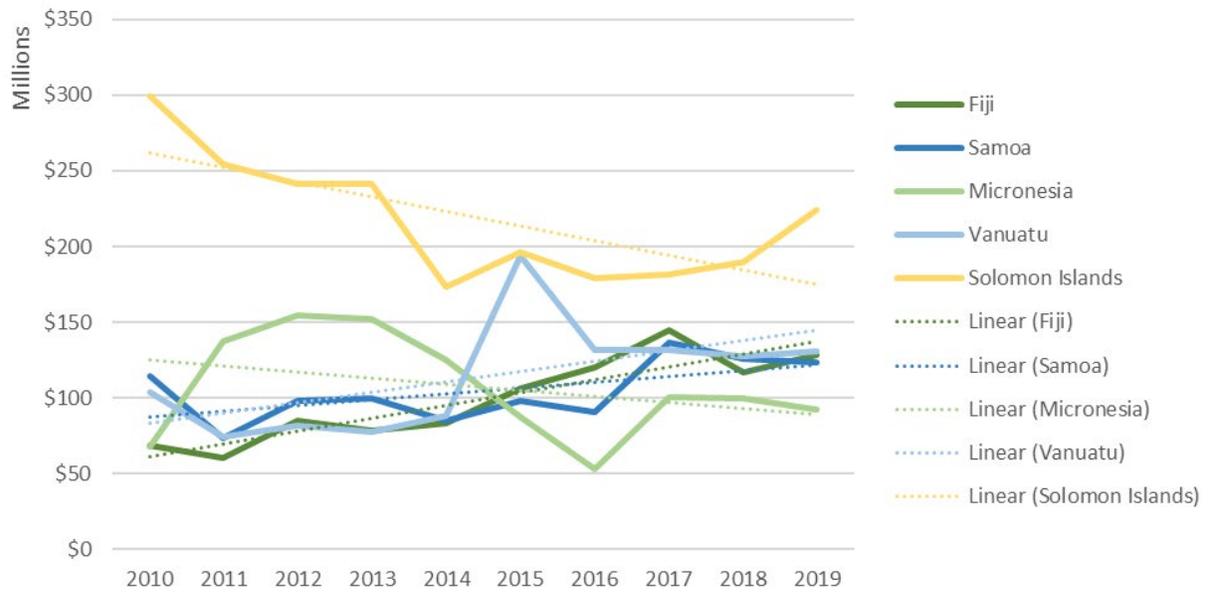
Figure 2. ODA to Federated States of Micronesia, Solomon Islands, Samoa and Federated States of Micronesia (constant prices)

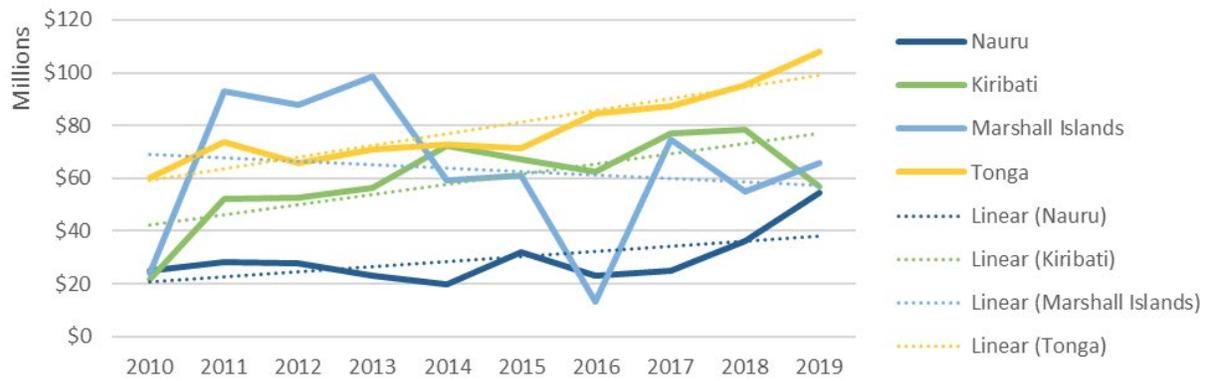Source: OECD QWIDS, 22 April 2021; Analysis by the Evaluation team

Figure 3. ODA to Fiji, Tonga, Marshal Islands and Kiribati (constant prices)

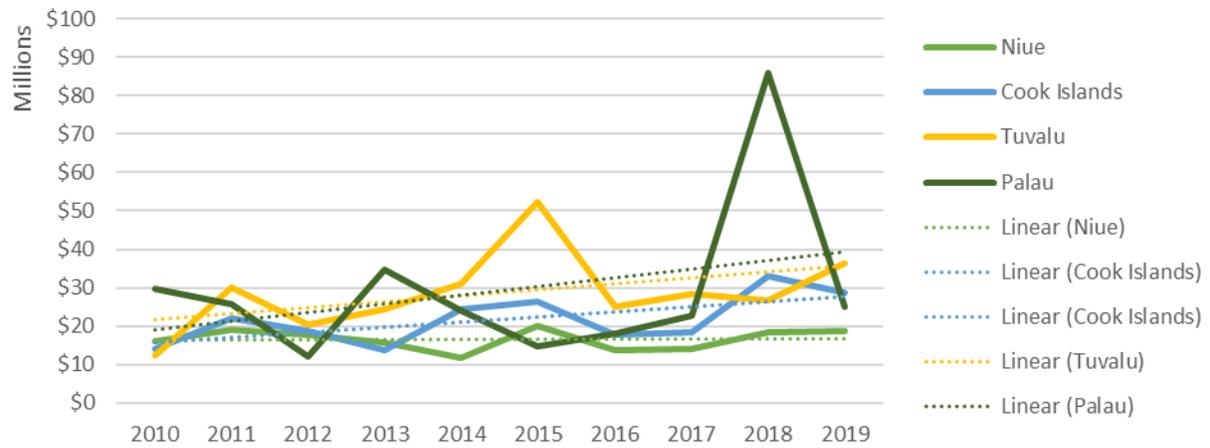Source: OECD QWIDS, 22 April 2021; Analysis by the Evaluation team

Figure 4. ODA to Nauru, Palau, Cook Island and Niue

Source: OECD QWIDS, 22 April 2021; Analysis by the Evaluation team

Looking at a snapshot of the 2018-2019 ODA (figure 5), Solomon Islands has the largest share ($ 413M), more than twice the amount of Fiji ($ 191M). Both Fiji and Solomon Islands have similar population sizes (averaging at 800,000 individuals). Micronesia, Kiribati, Samoa, and Vanuatu, with populations between 100,000-300,000 individuals, fall within a comparable range of ODA ($ 233 million), except for Kiribati, which is at $ 135M.

The countries with the largest GDP per capita are Cook Islands, Nauru, Niue, and Palau (above $ 10,000 per annum) have the lowest ODA value (below $ 120M).   Tuvalu and Nauru, countries with the smallest land area (26 km^2 and 21 km^2, respectively,) receive contrasting shares of ODA, with Nauru receiving twice as much as Tuvalu.
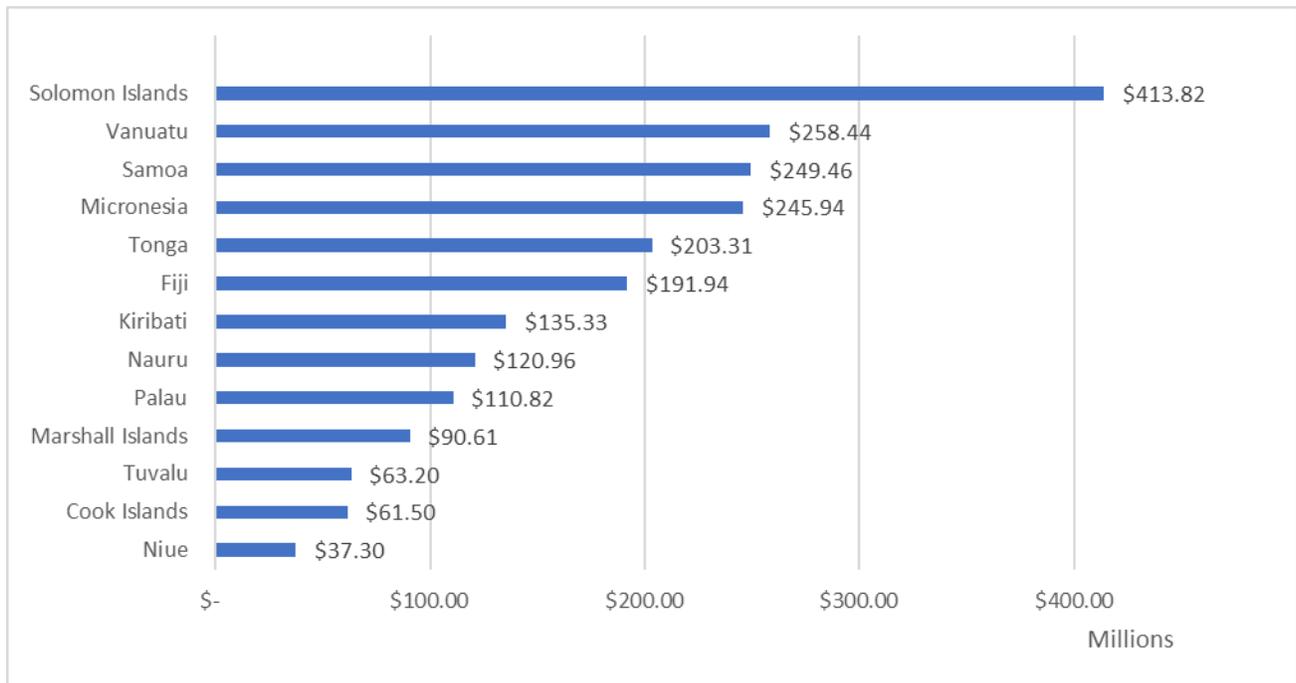
8

Figure 5. Cumulative ODA in the Pacific from 2018-2019   (constant prices)

Source: OECD QWIDS, 22 April 2021; Analysis by the Evaluation team

Regional stakeholders and agreements

The Pacific is its own microcosm with diverse intergovernmental organizations present. Twenty-six United Nations entities have varying degrees of presence in the Pacific. These entities are signatories to the United Nations Pacific Strategy and are members of the Pacific Joint UN Country Team. UN Resident Coordinators based in Fiji and Samoa oversee the implementation of the United Nations Pacific Strategy and ensures close collaboration of UN entities.

The Pacific Island Forum established the Council of Regional Organizations of the Pacific, CROP, in 1988 (formerly the South Pacific Organizations Coordinating Committee, SPOCC). The CROP serves as a coordination mechanism among the leaders of Pacific regional organizations. It functions as a high-level advisory body for policy formulation at the national, regional, and international levels. Nine organizations make up this regional body, these are:

- **Forum Fisheries Agency (FFA)** - established in 1979 and based in Honiara, Solomon Islands, its 17 members seek to collectively manage, control, and develop their fish stock, focusing on tuna fisheries. It has close ties to the Western and Central Pacific Fisheries Commission (WCPFC), which has a larger membership outside the Pacific Islands Countries and Territories.
- **Pacific Aviation Safety Office (PASO)** – established in 2005 and based in Port Vila, Vanuatu, PASO has 13-member pacific government members. PASO oversees aviation safety and security in the Pacific Islands.
- **Pacific Islands Development Program (PIDP)** -developed in 1980, with headquarters in Honolulu, Hawaii, USA, the PIDP implements diverse activities to promote sustainability in the Pacific. It is also the host of the Secretariat of the Pacific Islands Conference of Leaders that facilitates communication across Pacific heads of government. It maintains close ties with the U.S.-Pacific Island Nations Joint Commercial Commission (1993). A 14-member intergovernmental

Organization, formed to nurture commercial and economic collaboration between the USA and Pacific Island countries and territories.

- **Pacific Power Association (PPA)** – created in 1992 with its secretariat based in Suva, Fiji, PPA is an intergovernmental agency composed of electric utility organizations and individuals with interest in the development and operation of power in the Pacific. It has a membership of 25 electric utility companies that are operating in 22 Pacific Island countries and territories, with 110 Allied Members worldwide.
- **The Pacific Community (SPC)** – formed in 1947, with offices based in Noumea, New Caledonia, and Suva, Fiji, the SPC is the principal scientific and technical organization in the Pacific subregion. It contributes to its 26 member countries and territories through activities on a broad-ranging topic such as climate change, disaster risk management, food security, gender equality, human rights, non-communicable diseases, and youth employment.
- **Secretariat of the Pacific Regional Environment Programme (SPREP)** – established in 1993, SPREP is based in Apia, Samoa. 21 out of its 26 members are Pacific Island countries and territories. In its SPREP Strategic Plan 2017-2026, climate change resilience is outlined as its central concern with oceans as a cross-cutting theme. SPREP is an accredited implementing agency of the Adaptation Fund and Green Climate Fund, and it is host to the Pacific Climate Change Centre.
- **Pacific Tourism Organization (SPTO)** -created in 1983, and its head office in Suva Fiji, SPTO works in developing the tourism sector of its 21 member states and 145 private members. It tackles tourism themes such as strategic management of the sector, governance, and advocacy.
- **The University of the South Pacific (USP)** – established in 1968, USP has 14 campuses and 11 centers across the Pacific. It is co-owned by 12 Pacific Island countries. It is the leading provider of tertiary education in the Pacific.
- **Pacific Islands Forum Secretariat (PIFS)** - created in 1971 with its secretariat based in Fiji, PIFS has 18 members that work together to achieve regionalism towards sustainable development, economic growth, good governance, and security.

Some prominent intergovernmental treaties and frameworks that govern the development in the Pacific include:

- **Framework for Pacific Regionalism** was endorsed by Pacific Islands Forum Leaders (July 2014)[26]. This document aims to "focused political conversations and settlements that address key strategic issues, including shared sovereignty, pooling resources and delegating decision-making" (Forum Leaders' Special Retreat on the Pacific Plan Review, Cook Islands, May 2014). It includes 1. Sustainable development that combines economic, social, and cultural development in ways that improve livelihoods and well-being and use the environment sustainably; 2. Economic growth that is inclusive and equitable; 3. Strengthened governance, legal, financial, and administrative systems; and 4. Security that ensures stable and safe human, environmental and political conditions for all.

- SI**DS Accelerated Modalities of Action [S.A.M.O.A.] Pathway (September 2014)**. Adopted by the UN General Assembly, the resolution "…with the full participation of civil society and relevant stakeholders, reaffirm our commitment to the sustainable development of small island developing States" aims to achieve a broad alliance of people, governments, civil society, and the private sector all working together to achieve the future we want for present and future generations.

---

[26] https://www.forumsec.org/wp-content/uploads/2017/09/Framework-for-Pacific-Regionalism.pdf

- **Nauru Agreement Concerning Cooperation in the Management of Fisheries of Common Interest, or The Nauru Agreement (February 1982)** is a subregional agreement between the Federated States of Micronesia, Kiribati, the Marshall Islands, Nauru, Palau, Papua New Guinea, Solomon Islands, and Tuvalu. The agreement revolves around the management of tuna fisheries in the waters of its signatories.

- **Framework for Resilient Development in the Pacific: An Integrated Approach to Address Climate Change and Disaster Risk Management (FRDP) was** approved by the Pacific Island Forum Leaders in 2016. It is a seeks to reduce Pacific islands and territories' exposure to climate and disaster and supports low carbon development and aspires to improve disaster response and reconstruction.

Some notable trade-related treaties include the South Pacific Regional Trade and Economic Cooperation Agreement – SPARTECA (1980); Pacific Agreement on Closer Economic Relations - PACER (2001); Pacific Islands Countries Trade Agreement -PICTA (signed in 2001 and implemented in 2007).

In terms of environmental treaties, some notable agreements include the 'Treaty of Rarotonga' (1986) establishing a nuclear-free zone in the Pacific; 'Waigani Convention' (1995) banning the export of hazardous and radioactive waste to the Pacific; 'Majuro Declaration' (2013) on Climate Change

UNDP Programme in the Pacific

Governance of UNDP's programme in the Pacific

UNDP has been working in the Pacific since 1971, when the first Pacific office was opened in Fiji. Since then, UNDP has been active in the subregion. Currently, UNDP has a presence in the Pacific through two multicountry offices in Fiji and Samoa and a country office in Papua New Guinea, all of which are led by Resident Representatives. The Papua New Guinea office is not covered by the Pacific Subregional Programme Document. The Fiji MCO office covers Fiji, Kiribati, Marshall Islands, Federal States of Micronesia, Nauru, Palau, Solomon Islands, Tonga, Tuvalu, Vanuatu. While the Samoa MCO oversees UNDP programming in the Cook Islands, Niue, Samoa, and Tokelau. Solomon Islands has a sub-office under the Fiji MCO and has a resident DRR since 2007.

Previously, the Pacific Centre (created in 2005), was part of UNDP's regional structure in Asia and the Pacific and provided technical support to the two MCOs and the Papua New Guinea country office. The Pacific Centre merged with the Fiji MCO in 2016. Currently, only a handful of subregional projects are implemented across the two MCOs and Papua New Guinea, managed from the Fiji MCO. Figure 6 shows a simplified governance structure of UNDP in the Pacific.
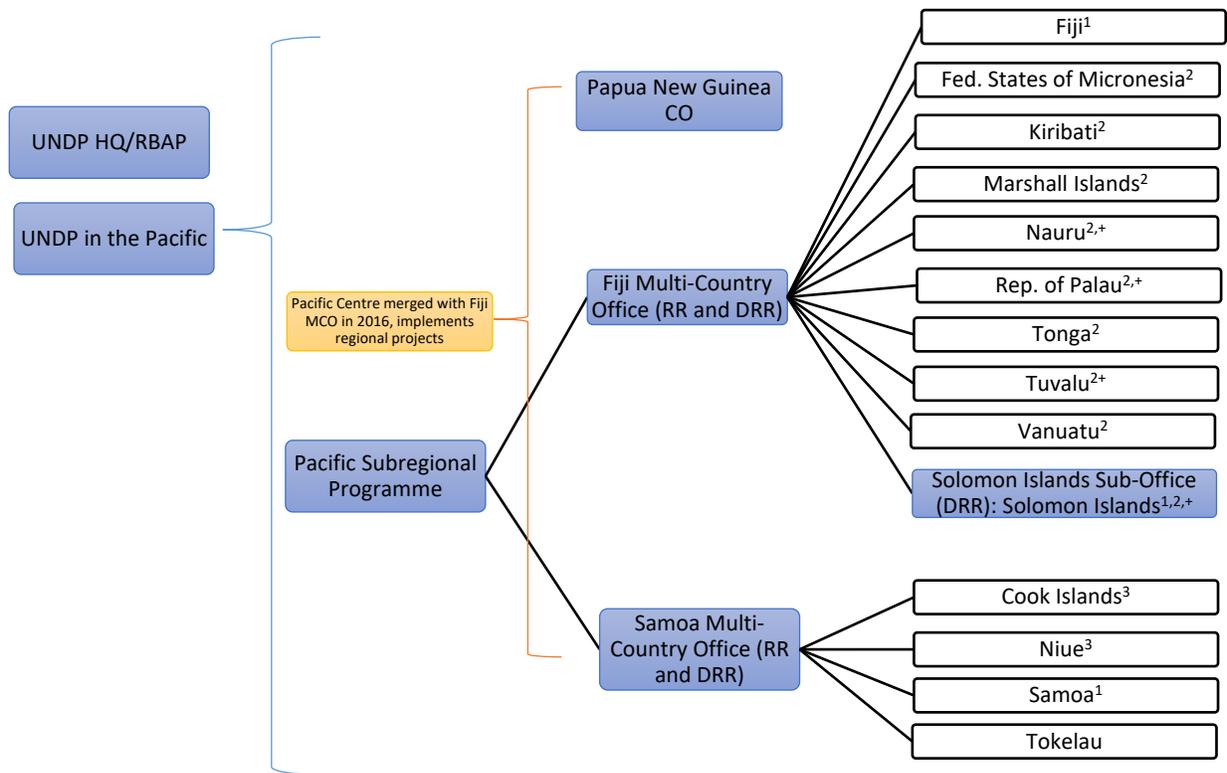
Figure 6. Organigram of UNDP Pacific Subregional Programme

Source: Data from reports, draft by the evaluation team.
Note: 1 - UNDP office and UN RCOs; 2 – programme/project staff present, former UN Joint Presence Office (JPO) since 2008; 3 - programme/project staff present UN Joint Presence Office (JPO) since 2016; + - where UNDP is the lead UN Joint Presence Office.

Evolution of UNDP's development programme in the Pacific

From 2003 until 2013, the programme in the Pacific was delivered through two Multicountry Programme Document (MCPD) for Fiji and Samoa. The Pacific Centre, created in 2005 that was based in Suva/Fiji, provided technical backstopping support to the two MCOs and Papua New Guinea CO and implemented subregional projects. In 2003-2007 Fiji Multi-country Programme Document (MCPD) had three main areas were:

- **Poverty reduction and sustainable livelihoods for MDG achievement**: facilitating financial services for the poor in Fiji, Vanuatu, and the Marshall Islands; policy development for inclusive growth and globalization in Palau, Marshall Islands, and the Federated States of Micronesia; sustainable livelihoods in the Marshall Islands."
- **Democratic governance and human rights** through parliamentary strengthening in Fiji, Solomon Islands, and the Marshall Islands; decentralization and local governance in Tuvalu and Kiribati; participatory democracy and civic education in Tonga; peace and stability in Fiji and Solomon

Islands; human rights advocacy for policy development and community education, and HIV/AIDS across the subregion."

- **Environmental protection and resource management** through programmes in environmental governance, climate change, biodiversity, energy, and waste management with a differentiated focus in the 10 Pacific Island countries and territories. A key focus has been on assisting Pacific Island countries and territories in meeting their obligations under various multilateral and subregional environmental agreements."

In the Fiji MCPD 2008-2012, the three outcomes were retained, and an additional outcome on "Crisis prevention and recovery" aimed at reducing vulnerabilities was added.

Similar to the Fiji MCPD, the Samoa MCPD in 2003-2007 had three outcomes on MDG achievement and human poverty reduction, democratic governance, and environment and energy for sustainable development; and an additional outcome on crisis prevention was added in its 2008-2012 MCPD.

In 2013, instead of two MCPDs, a Subregional Programme Document for the Pacific Islands Countries and Territories was developed that encompass the two MCOs. The 2013-2017 Pacific Subregional Programme Document strongly outlined gender equality and made it a distinct outcome, and it merged environmental management with risk and resilience goals. The outcomes included:

- **Millennium Development Goals acceleration, inclusive growth, and poverty reduction.** By 2017, inclusive economic growth would be enhanced, poverty reduced, sustainable employment improved, livelihood opportunities and food security expanded for women, youth, and vulnerable groups, and social safety nets would be enhanced for all citizens.
- **Political and economic governance.** Regional, national, local, and traditional governance systems would be strengthened, respecting and upholding human rights, especially women's rights, in line with international standards.
- **Gender equality.** Increased women's participation through legislation and policies that advance women's leadership at all levels.
- **Environmental management, climate change, and disaster risk management.** Improved resilience of Pacific Island countries and territories, focusing on communities, through the integrated implementation of sustainable environmental management, climate change adaptation and/or mitigation, and disaster risk management.

Recommendation from the previous evaluation

The last Pacific Subregional Programme Document was not evaluated instead, a review was conducted[27].

The ADR 2003-2012 recommended that the outcome areas that are the most relevant for the MCOs are: MDG acceleration, inclusive growth, and poverty reduction, Political and economic governance, Environmental management, climate change, and disaster risk management with gender. The MCOs conferred with this recommendation as reflected in their SRPD 2013-2017. Additionally, the ADR also recommended, "A differentiated programme strategy and approach could be considered for smaller island countries due to their specific situation, high unit cost of delivery and inherent capacity constraints". This recommendation was taken up and reflected in individual Country Programme Action Plans (CPAPs) for smaller island countries.   Another recommendation was the sub-regional production of national human

---

[27] At the time of writing the evaluation team is still in process of a acquiring a copy of the review.

development reports based on country demand. Although the management response agreed to this recommendation, no subregional/national human development reports were produced.

In the 2008-2012 Joint United Nations Development Assistance Framework Evaluation, three recommendations were made, explicitly highlighting UNDP. These include: (1) alignment of result matrixes with National Development Plans; (2) support to national M&E system; (3) continue working in areas where the UN fills gaps (i.e., UNDP support to the Department of Energy in Tuvalu). These recommendations were accepted by the United Nations MCOs. UNDP also accepted these recommendations and reflected the change in their SRPD 2013-2017 and 2018-2022.

Pacific Subregional Programme Document 2018-2022

The current United Nations Pacific Strategy started in 2018 and will end in 2022. The strategy covers 14 countries and territories and has six outcome areas and is monitored through 38 indicators.

The current Pacific Subregional Programme Document (2018-2022) is derived from the United Nations Pacific Strategy. The Pacific SRPD has three primary outcomes that retained and reinforced the four outcomes in the last version. What is evident in this current set of development goals is the presence of climate change. In addition, and gender is mainstreamed across all three result objectives. Each country and territory also have a standalone Standard Basic Assistance Agreement (SBAA), which is the localization of the Pacific Subregional Programme Document.

Outcome 1. Climate change, disaster resilience, and environmental protection
This outcome assists Pacific Island countries and territories in strengthening legal and institutional frameworks in addressing environmentally sustainable development. This outcome tackles both climate change adaptation and mitigation. Activities include support for Pacific islanders' participation in global forums, such as the United Nations Framework Convention on Climate Change. Innovative climate finance work includes mobilizing and managing financial resources from the government, international donors, international financial institutes, and the private sector that address climate change issues. The outcome also focuses on resilience to disasters using a humanitarian-development nexus approach. This includes working at the national and local levels to develop risk-informed, gender-sensitive development plans and strengthening coordination across government agencies and communities.

This outcome also includes promoting blue [28] and green [29] economies through poverty reduction, sustainable livelihoods, and climate resilience initiatives. These are tackled by integrating sound management of land, water, forest, biodiversity, and coastal resources. Approaches include ridge-to-reef initiatives, people-centered design, drone mapping, community-based conservation in protected areas, and financing for biodiversity and ecosystems.

Outcome 2. Sustainable and inclusive economic development

---

[28] Blue economy includes "…the necessity of protecting – and restoring where needed – the existing ocean resource base that already supplies food and livelihoods to billions of people. Depleted fish stocks that are permitted to recover can ultimately deliver higher, sustainable fish yields and associated jobs." Also," blue economy included "opportunities may exist for enhanced or new sustainable economic activity derived from the ocean. Progress and prospects for ocean-related energy, such as offshore wind and tidal energy, appear promising. Opportunities also exist to 'monetize' the value of highly effective coastal carbon stocks such as mangroves and seagrasses into carbon finance markets, or blue carbon." https://www.undp.org/content/undp/en/home/blog/2018/blue-economy-sustainable-ocean-economic-paradigm.html
[29] "one that results in improved human well-being and social equity, while significantly reducing environmental risks and ecological scarcities" (2010). https://www.undp.org/content/dam/aplaws/publication/en/publications/environment-energy/www-ee-library/mainstreaming/Green%20Economy%20in%20Action/Green%20Economy%20Compilation%20Report.pdf

This outcome supports the subregion by implementing inclusive growth policies and strategies towards increasing financial inclusion and reaching out to the poor. This includes working with governments and the private sector to strengthen business policies and initiatives to increase the competitiveness of small and medium-sized enterprises. The MCOs are drawing from their experience in delivering the Millennium Development Goals Acceleration Frameworks to support the localization of Sustainable Development Goals (SDG) 1, 5, 8, 10, and 17. UNDP collaborates with UN entities and subregional partners to generate and collate disaggregated data to formulate evidence-based policy formulation and SDG Acceleration Frameworks. The outcome supports SDG Goal 17 through fostering South-South and Triangular Cooperation and implementation of the Pacific SDG Roadmap, the Framework for Pacific Regionalism, the SAMOA Pathway, and other cooperation mechanisms.

UNDP is also contributing to the COVID response in the Pacific by providing equipment and assisting in information dissemination.

Outcome 3. Effective governance for service delivery

This outcome aims to improve the capacities of parliaments, sub-national government ministries, and civil society organizations to improve service delivery, inclusive decision-making, and promote social cohesion. It has activities centered on peace, justice, and building a strong institution. It has activities that hope to create innovative mechanisms to increase discussions with marginalized groups, particularly women, youth, and marginalized communities. This outcome also encompasses the portfolio of work on gender equality, good health and well-being, peacebuilding, the rule of law and access to justice, and transparency and accountability. Collaboration in this outcome includes the Pacific Islands Forum Secretariat, the Pacific Community, UN-Women for gender equality; South Pacific Community, the World Health Organization, UNICEF and UNFPA, Ministries of Health for health-related topics; and the United Nations Peacebuilding Office and UN-Women for peacebuilding.

Table 2 and figures 7-9 below indicate UNDP resources for each United Nations Pacific Strategy /UNDP Subregional Programme Document outcome and outputs.

Table 2. United Nations Pacific Strategy /UNDP Pacific Subregional Programme Document Outcomes and Indicative Resources

Outcome	Output	SRPD Indicative Resources ($ millions)	Expenditure (2018-2020) ($ millions)
Outcome 1: Resilience and Sustainable Development By 2022, people and ecosystems in the Pacific are more resilient to the impacts of climate change, climate variability and disasters; and environmental protection is strengthened	**Output 1.1:** Scaled-up action on climate change adaptation and mitigation across sectors which is funded and implemented	Regular: 3.667 Other: 207.0 Total: 210.667	Regular: 2.425 Other: 93.334 Total: 95.760
	Output 1.2: Effective risk-informed development plans disaster preparedness and recovery mechanisms in place at the national sector and subnational levels		
	Output 1.3: Solutions developed at national and subnational levels for sustainable management of natural resources ecosystem services and waste		
Outcome 2: Inclusive Growth	**Output 2.1**: National and local institutions enabled to put in place evidence-based	Regular: 5.789	Regular: 0.986

By 2022, people in the Pacific, in particular youth, women and vulnerable groups, benefit from inclusive and sustainable economic development that creates decent jobs, reduces multidimensional poverty and inequalities, and promotes economic empowerment	risk-informed and gender-sensitive policies guiding participatory planning and budgeting processes and aligned with SDGs	Other: 26.000 Total: 31.789	Other: 10.151 Total: 11.138
	Output 2.2: Green/blue economic policies in place to support private sector initiatives that create sustainable and environmentally friendly jobs and entrepreneurial opportunities for women and youth		
	Output 2.3: National financial inclusion policies and strategies in place and implemented to expand access to financial services for rural and low-income women and youth		
Outcome 3: Effective Governance By 2022, people and communities in the Pacific will contribute to and benefit from inclusive, informed and transparent decision-making processes, accountable and responsive institutions, and improved access to justice	**Output 3.1**: Increased voice and more inclusive participation by women youth and marginalized groups in national and subnational decision-making bodies that are more representative	Regular: 5.787 Other: 50 million Total: 44.787	Regular: 3.329 Other: 50.480 Total: 53.809
	Output 3.2: Increased transparency and accountability in governance institutions and formal and informal decision-making processes		
	Output 3.3: More women and men benefit from strengthened governance systems for equitable service delivery including access to justice		
Grand Total		Regular: 15.242 Other: 283.0 Total: 298.242	Regular: 7.649 Other: 155.447 Total: 163.095

Source: Atlas programme expenditure data as of 5 Feb 2021; total includes 2.4 million in programme expenditure not linked to an outcome

Preliminary analysis of the Pacific portfolio as of February 2021 shows that Outcome 1 comprises 58% or about $ 210M of the entire Pacific portfolio. Major projects include the Green Climate Fund (GCF) Vaisagano River Catchment in Samoa ($ 37.1M), Tuvalu Coastal Adaptation GCF ($ 17.7M), Samoa economy-wide integration of CC adaptation ($ 9.1M), and Vanuatu adaptation to CC in coastal zones ($ 3.9M), a ridge to reef project. These include activities on CCA, water, oceans, coasts, energy, biodiversity, and environmental reporting.

Outcome 2 has around $ 11M expenditure to date, or about 7% of the overall portfolio. Major projects include Pacific Financial Inclusion Program ($ 7.2M), COVID-19 response support in the Pacific ($ 2.1M), and Markets for Change (Fiji, Solomon Islands, Vanuatu), with other projects on SDG localization and trade.

Outcome 3 has the second-largest share of the portfolio with $ 53M expenditure to date, about 33% of the overall portfolio. The largest components include about $ 13M for health projects (i.e., West Pacific - Integrated HIV/TB program, malaria, and COVID19 response), about $ 9.5M for electoral support projects, and access to justice project in Fiji ($ 5M to date). Other projects include parliament and governance support.

Overall, the largest share of funding is received by Fiji at about $ 55.6M, followed by Samoa at $ 31.7M and Solomon Islands at $ 16.9M (figure 7). The largest donor for the Pacific is the Global Environment Facility (GEF) with $ 51.1M, which is 31% of the entire portfolio. It is followed by the Green Climate Fund at 12 % (figure 8). Preliminary analysis also shows that the diversity of funding by source differs significantly in some Pacific Island countries and territories. For example, Fiji, the Solomon Islands, and Vanuatu have two or more main donors, while countries like Samoa and others have funding that is reliant on vertical funds (figure 9).
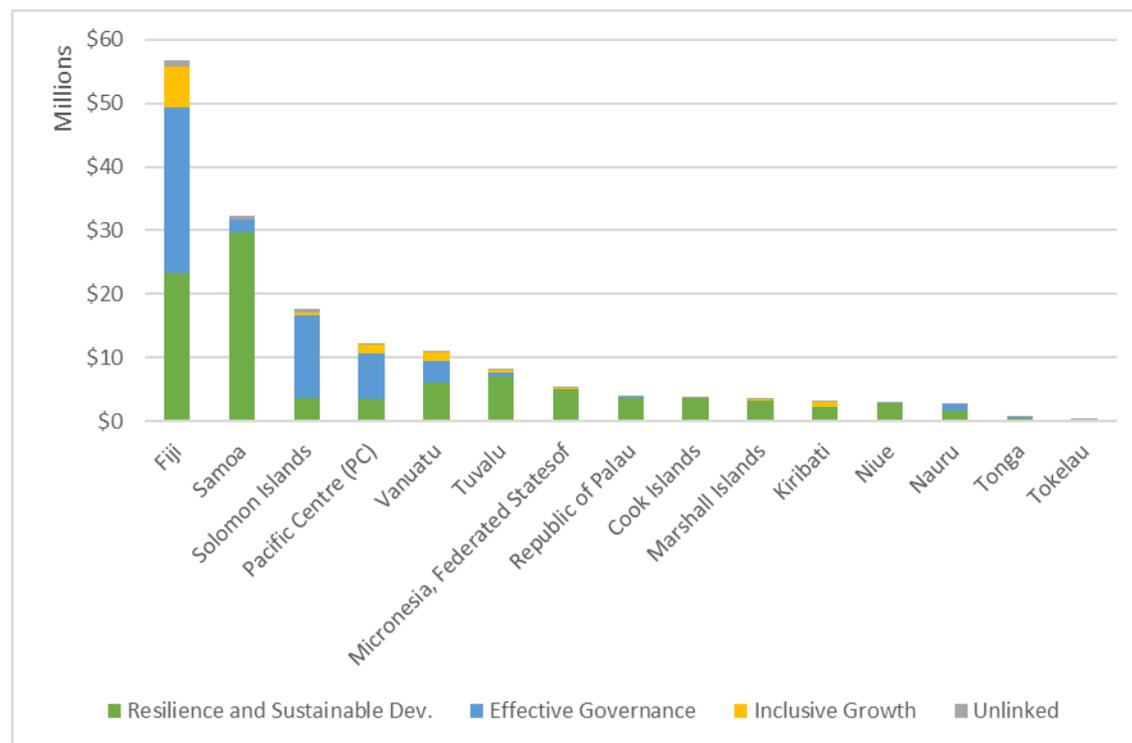

Figure 7. Distribution of expenditure among the 14 countries and territories in the Pacific, 2018-2020 Programme Expenditure

Source: UNDP Power BI.

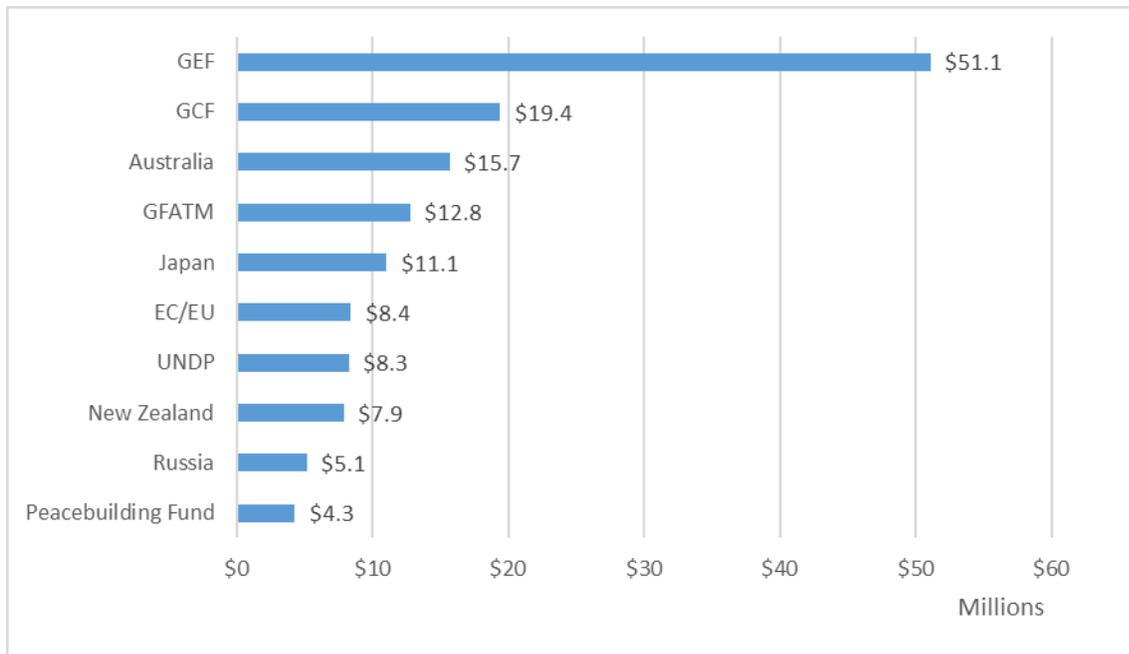Note: Some funds received and tagged to Fiji may involve more countries

Figure 8.Top 10 Donors to the Pacific Multi-Country Office, 2018-2020 Programme Expenditure
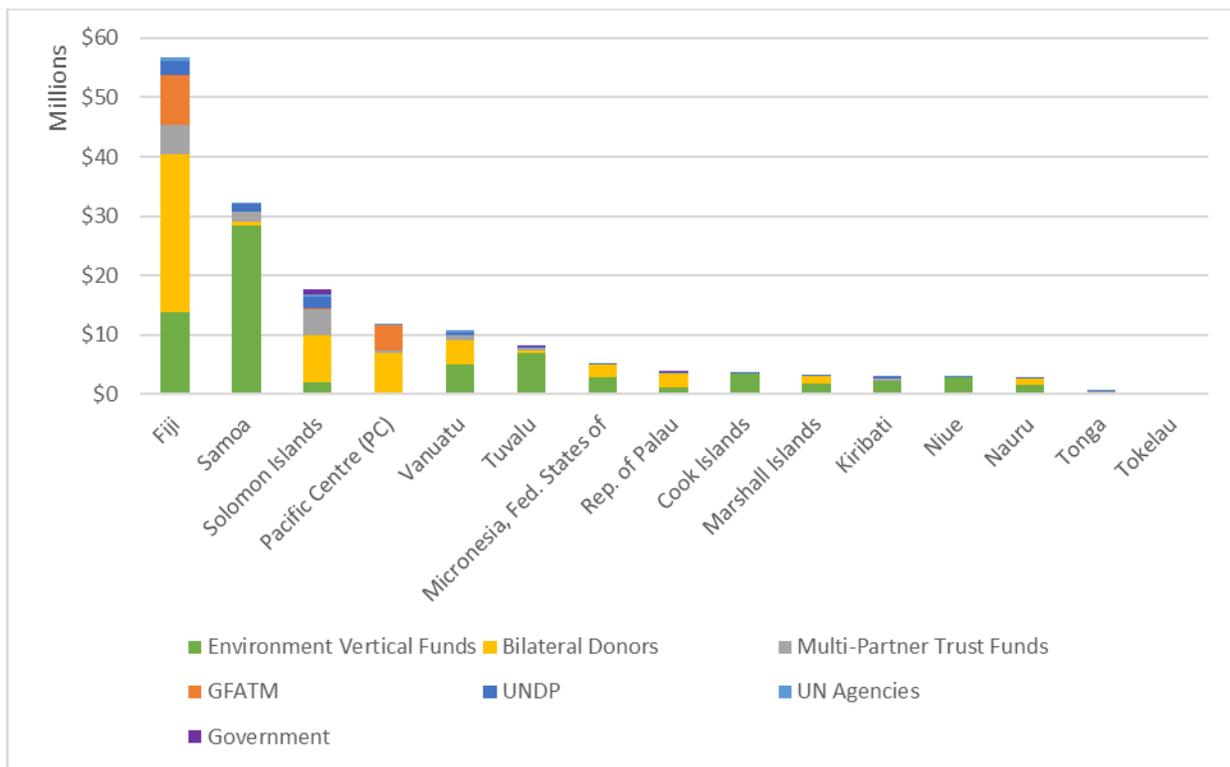
Source: UNDP Power BI.

Figure 9.Country or territory funding by Source 2018-2020 Programme Expenditure

Source: UNDP Power BI.

Note: Some funds received and tagged to Fiji may involve more countries

Scope of the evaluation

The ISRPE Pacific will examine UNDP's 2018-2022 subregional programme formally approved by the Executive Board. Guided by the Pacific Subregional Programme Document Results and Resources Framework, the evaluation will assess UNDP's performance in contributing to the three programme outcomes. The ISRPE will consider changes made to the subregional programme during the period under review, including UNDP's COVID-19 response.

The evaluation will cover UNDP's development programme in its entirety, regardless of its funding sources, e.g., UNDP's regular, core resources, donors, and government. The scope of the evaluation will include all programmes implemented by the Fiji MCO and Samoa MCO. It will also include regional projects that involve countries in the Pacific. Projects that are active and/or have been completed during the period under review will be covered. Special attention will be given to collaborations between UNDP and other UN entities under the 2018-2022 United Nations Pacific Strategy and the positioning of UNDP in the Pacific.

Methodology

The evaluation will be conducted in accordance with the United Nations Evaluation Group (UNEG) Norms & Standards.[30] It will address the following main evaluation questions:[31]

Relevance
1. What did the UNDP subregional programme intend to achieve during the period under review?
2. To what extent is the strategy and programming of UNDP's Pacific programme responding to the complex nature of the subregion and evolving context?

Coherence
3. How is UNDP maintaining internal coherence across its programming? How is UNDP positioning itself in the Pacific vis a vis other UN entities and regional actors?

Effectiveness
4. To what extent has the programme achieved (or is likely to achieve) its intended objectives? What factors contributed to, or hindered UNDP's performance?
5. To what extent has UNDP adapted to the COVID-19 pandemic and support the Pacific subregion's preparedness, response, and recovery process?
6. To what extent is UNDP's programme and results responding to cross-cutting themes such as gender equality and women empowerment, social inclusion, and climate change?

Efficiency
7. To what extent is UNDP's structure and governance in the Pacific fit for purpose? What contributed to the efficient delivery of its programmes, and what can be improved?

Broader adoption
8. To what extent did the results of UNDP in the Pacific achieved broader adoption (mainstreaming, replication, sustainability, scaling, market change)?

Evaluation questions 1 and 2 will be addressed by looking at the programme logic implemented in the Pacific MCOs. The programme logic (i.e. TOC), either available at the subregion or reconstructed in consultation with programme units for the evaluation, will be used to understand the underlying

---

[30] http://www.uneval.org/document/detail/1914
[31] The ICPEs/ISRPE have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard OECD DAC criteria. More detailed sub-questions will be developed during the desk review phase of the evaluation.

programme intent and rationale by outcomes, including the assumptions being made for desired changes and expected causal linkages. UNDP's specific areas of contribution under each of the United Nations Pacific Strategy outcomes will be unpacked, and any changes to the programme design and implementation strategy from the initial Pacific Subregional Programme Document will be identified.

Evaluation question 3 will be addressed by looking at the internal and external coherence of the programme. The internal coherence will be the fit and synergies cross UNDP MCOs subprogrammes and with regional and global UNDP programmes. The external coherence will look into the synergies and collaborations made with other UN agencies, regional and global stakeholders in the Pacific.

Evaluation questions 4-6 will address the overall effectiveness of UNDP's subregional programme. It includes an assessment of the degree to which UNDP-specific outputs mentioned in Pacific Subregional Programme Document outputs have progressed or achieved United Nations Pacific Strategy outcomes. In this process, results that are both positive and negative, direct and indirect, as well as unintended results will be identified.

The evaluation will examine UNDP support to COVID-19 preparedness, response, and recovery in the Pacific, including several sub-questions: i) degree to which UNDP's COVID support has been relevant to the needs of Pacific island countries and territories; ii) how well UNDP's support and response aligned with government plans and support from other UN agencies, donors, and NGOs/CSOs; iii) how well UNDP has supported the Pacific island countries and territories to develop responses that reduced loss of life and protected longer-term social and economic development; iv) degree to which UNDP funding decisions were informed by evidence, needs analysis, risk analysis and dialogue with partners and supported efficient use of resources; and v) whether the support has contributed to the development of social, economic and health systems in the Pacific that is equitable, resilient and sustainable.

The evaluation will pay particular attention to cross-cutting themes such as gender equality and women empowerment, social inclusion, and climate change. The evaluation will assess these themes were integrated from the design to implementation, up to M&E and lessons learning.

Evaluation question 7 will look at the current structure of the Pacific MCOs vis-a-vis its structure, governance, and having one Pacific Subregional Programme Document that maps the UNDP's programming direction in the Pacific. Further, we will look into the UNDP's MCOs with reference to the changing context and the reorganization of the United Nations in the Pacific (i.e., delinking of UNDP and UNRC). MCO/Country-specific issues (e.g., change management), managerial practices (e.g., utilization of resources for results), programmatic design and decisions (e.g., use of partnerships, South-South and triangular cooperation, delivery modality) will be examined.

Evaluation question 8 will examine various factors that have influenced – positively or negatively – UNDP's programmatic performance, and eventually, the broader adoption (mainstreaming, replication, sustainability, scaling, market change) of results.

Stakeholder involvement: The evaluation will engage relevant stakeholders to ensure transparency, collect necessary documentation and evidence, and enhance the national ownership of evaluation results. A stakeholder analysis will be conducted during the preparatory phase to identify relevant UNDP partners, including those that may have not worked directly with UNDP but play a key role in the outcomes to which UNDP contributes. The analysis will help identify key informants for interviews during the data collection phase.

Gender-responsive approach: The evaluation will employ a gender-responsive evaluation approach. The evaluation will examine the level of gender mainstreaming across all UNDP programmes and operations, in line with UNDP's gender strategy. Gender disaggregated data will be reviewed, where available, and assessed against UNDP's programme outcomes. The evaluation will assess the extent to which UNDP's programmatic efforts were designed to contribute to gender equality and women's empowerment (e.g. using Gender Marker and programme expenditures), and in fact have contributed to promoting gender equality and women's empowerment by using the gender results effectiveness scale (GRES). The GRES classifies gender results into five categories: gender negative, gender blind, gender-targeted, gender-responsive, and gender transformative (figure 10).
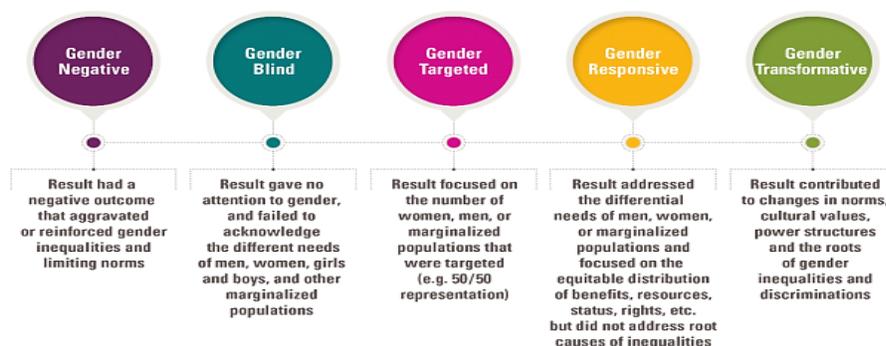
Source: Adapted from the Evaluation of UNDP Contribution to Gender Equality and Women's Empowerment, IEO, UNDP, 2015

Figure 10. IEO's Gender Results Effectiveness Scale

ICPE/ISRPE rating system: Based on the Independent Country Programme Review piloted by the IEO in 2020 and lessons learned, IEO is currently developing a rating system to be applied for the ICPEs in 2021 on a pilot basis. Ratings are expected to be applied to assess UNDP's progress towards CPD Outputs and Outcomes goals and criteria such as relevance, coherence, efficiency, and sustainability. Details will be provided in due course prior to the implementation of the ISRPE.

Evaluability assessment and limitations

Evaluability assessment: An assessment was conducted to examine the availability of documentation and information, identify potential data constraints, and determine the data collection methods.

- **COVID-19 restrictions**: As international and internal mobility is limited and many continue to telework, access to national stakeholders for data collection – particularly those in remote areas and community-level populations, including the marginalized – may encounter challenges. Expanded outreach measures will include, e.g., use of surveys, identification of locally-based data collectors and consultants, access to local project managers/ coordinators, and/or use of GIS technology for virtual site visits.
- **Political situation**: The current political situation in the Pacific countries and territories is stable and is not anticipated to affect the availability of government counterparts and other references for the evaluation.
- **Availability of past assessments**: The UNDP Evaluation Resource Centre (ERC) includes: (1) 'Assessment of Development Results: Pacific Islands' in 2012, (2) 'Evaluation of the Regional Programme for Asia and the Pacific 2008-2013' published in 2013 and (3) 'Evaluation of Second Regional Cooperation Framework for Asia and the Pacific - 2002-2006' released in 2007. There are a total of 44 Pacific-related evaluations in the Evaluation Resource Center from 2018 to 2021 (table

3), of which there are eight multicountry evaluations. Three audits are available for the Pacific, two under the MCO Fiji (overall MCO operational audit; audit of Global Fund programmes) and one under MCO Samoa (overall MCO operational audit).

Table 3. Number of evaluations available in UNDP IEO ERC

Country/Territory	MTE	TE	Total
Cook Islands	1	2	3
Fiji	3	3	6
Kiribati	2	1	3
Marshall Islands	1	1	2
Multicountry	4	4	8
Nauru	1	1	2
Niue	1	-	1
Palau	-	1	1
Samoa	3	5	8
Solomon Islands	-	4	4
Tonga	-	1	1
Tuvalu	1	1	2
Vanuatu	1	2	3
Grand Total	**18**	**26**	**44**

Source: UNDP IEO ERC

- **Programme and project information**: Programme documentation (including internal annual reports) is available and of adequate quality. The availability and quality of project-level documentation will be examined during documentation collection and desk review.
- **Pacific Subregional Programme Document results and resources framework indicator results:** The programme document has seven indicators for its three outcomes and 18 indicators to measure its nine outputs, with baseline and targets. To the extent possible, the ISRPE will seek to use these indicators to better understand the intention of the UNDP programme and to measure or assess progress towards the outcomes. The data sources of the indicators are primarily aggregation of national statistics and reports of various ministries, and the evaluation's ability to measure progress against these indicators will therefore depend on national statistics, where up-to-date data may not be available for all indicators.
- **Intervention maturity:** UNDP projects are at different stages of implementation. In cases where the projects/initiatives are still in their initial stages, it may not be possible to determine the projects' contribution to the Pacific Subregional Programme Document / United Nations Pacific Strategy outcomes. The evaluation will document visible progress and seek to assess the possibility of potential contribution given the programme design and measures already put in place.

Data collection and analysis

Data collection methods*:* An evaluation matrix will be prepared to elaborate on data collection and analysis plans. Data and information required for the evaluation are collected through primary and secondary sources. The evaluation will employ a phased and snowball approach and use layered triangulation (see analysis and validation below).

1st Phase - Collecting primary and secondary data to build testable hypotheses. The evaluation will employ various tools to collect evidence and build testable hypotheses guided by the evaluation matrix and the MCOs programme logic.

- **Synthesis of evaluations**. Using the UNDP Evaluation Resource Center, evaluations in the Pacific will be analyzed, and lessons wil be aggregated. The synthesis will also use evaluations conducted by other entities, including some form of assessment of UNDP's work. This could include UNDAF evaluations, evaluations of joint projects, evaluations conducted in Joint Presences Offices, audit reports.
- **Desk reviews.** The IEO will conduct comprehensive reviews of documentation, including those available from the government, the UN, private institutions, donors, and academia, on national context and areas of UNDP programme interventions. Also included are subregional programme framework and office strategies (e.g., resource mobilization, gender, communication), programme-/ project-related documents and progress reports, theories of change, annual work plans, Results Oriented Annual Reports (ROAR), COVID Mini-ROARs. The IEO and the MCOs will identify a list of documents uploaded in the ISRPE SharePoint portal.
- **Review of databases.** The evaluation will review available databases and collect secondary information (i.e., SGP database, databases of other institutions).
- **Stakeholder analysis.** Mapping and analysis will be conducted to analyze and prioritize engagements with various partners. This will be done prior to the main data collection phase.
- **Questionnaire/Surveys**. An advance questionnaire will be administered to the MCOs during the preparatory phase as an additional self-reporting input. Surveys may be planned, as required.

2nd Phase - Collecting primary data to triangulate and validate information. This will be conducted in parallel or immediately after phase 1.

- **Stakeholder interviews.** Guided by the evaluation matrix and hypothesis formulated on the 1st phase, interviews will be conducted face-to-face/via Zoom/via telephone with relevant stakeholders, including government partners; donors; UN agencies; other development partners such as IFIs; UNDP staff at MCOs, regional, and HQ levels; private sector; civil society organizations; and beneficiary groups. Focus groups may be organized where possible.
- **Case studies.** These will be employed to dive deeper into themes, result areas, or issues that has been identified in the 1st phase. **Projects for in-depth review** will be part of the case studies. A sample of projects will be selected for in-depth review based on purposive sampling. The criteria for selection include programme coverage, ensuring a balanced representation of issues addressed under each outcome; project maturity; budget; implementation modality; and geographical areas. Both 'flagship' projects of significant visibility and scope, as well as those that have experienced challenges, will be included
- **Site visits:** As mobility will be limited, physical visits to field project sites are expected to be minimal if any. Possible virtual verification missions may be organized depending on the available resources and technology.

.

Analysis and Validation: Data and information collected from different sources and through various means will be triangulated to strengthen the validity of findings and conclusions. Triangulation will include:

- Methods triangulation -across various methodology along with a similar subject.
- Data source triangulation – analysis of the consistency of different data sources within the same methods.
- Theory triangulation – comparison of multiple theories to interpret and examine the data acquired.

- Evaluator triangulation – comparison of information across the evaluation team members, across subject and methods.

Midterm briefing: At the end of the data collection phase, the IEO will have a quick brief with the MCOs on emerging issues and findings. The meeting will also serve as an opportunity to identify areas requiring further analysis and any missing information and evidence before the full synthesis and drafting phase.

Management arrangements

Independent Evaluation Office: The IEO will conduct the ISRPE in consultation with the UNDP Pacific MCOs and the RBAP. The IEO will meet all costs directly related to the conduct of the ISRPE. It will establish an evaluation team, ensuring gender balance. The IEO Lead Evaluator will lead the ISRPE and coordinate the work of the evaluation team, comprising the following members:
- Lead Evaluator (LE): IEO staff member with the overall responsibility for leading the exercise and managing the work of all team members, including the development of evaluation terms of reference (TOR), selection of the evaluation team members, and provision of methodological guidance. The LE will be responsible for the analysis' synthesis process, preparation of the draft and final evaluation reports, and coordinating the final stakeholder debriefing with the MCOs, RBAP, and national stakeholders.
- Associate Lead Evaluator (ALE): IEO staff member who directly supports the LE in operationalizing the exercise, particularly during the preparatory phase, data collection and analysis, and preparation of a draft report. Together with the LE, the ALE will backstop the work of other team members.
- Research Associate (RA): The IEO RA will provide background research, including portfolio and financial analysis. He/she contribute to the preparation of draft/final report, report annexes and support any tasks as required by the evaluation team.
- National research institution/international and/or national consultants: The IEO will explore partnering with a locally- (or regionally-) based research institution, think tank, or academia, to augment its data collection and analysis capacity in the country during COVID-related restrictions. Alternatively, four individual consultants (national and international) will be recruited to support the analysis of thematic areas.

UNDP MCOs (Fiji and Samoa): The MCOs will support the evaluation team through liaising with national stakeholders; ensure that all necessary information regarding UNDP's programmes, projects, and activities in the Pacific Island countries and territories are available to the evaluation team; and provide factual verifications of the draft report on a timely basis. The MCOs will provide the evaluation team in-kind organizational support (e.g., arranging meetings and interviews with project staff and stakeholders).

To ensure the confidentiality of the views expressed, MCOs' staff will not participate in interviews and meetings with stakeholders. The MCOs' will jointly organize the final stakeholder meeting via videoconference with the IEO, ensuring participation of key government counterparts, where findings and results of the evaluation will be presented. The MCOs' will prepare a management response to evaluation recommendations and support the dissemination and use of the final evaluation report in the countries and territories.

Regional Bureau for Asia and the Pacific (RBAP): RBAP will support the evaluation through information sharing, facilitation of communication between the IEO and the MCOs, and participation in the final

stakeholder debriefing. The Bureau will support and oversee the preparation of the management response by the MCOs and its implementation of relevant actions.

Evaluation Process

The evaluation will be conducted in the following five key phases:

- **Phase 1: Preparatory work.** The IEO prepares the evaluation terms of reference (define the scope, methodology, and process), a list of projects, and an evaluation matrix; and launches document gathering with support of the MCOs. External consultants will be recruited to augment the work of portfolio analysis.
- **Phase 2: Phase 1 data collection.** The evaluation team conducts desk reviews of reference material and preliminary analysis of the programme strategy and portfolio. The team will engage with MCOs' staff through meetings and an advance questionnaire, administered to fill data gaps in documentation and seek clarification if any. Specific data collection instruments will be developed, e.g., interview protocols, based on the stakeholder and portfolio analyses.
- **Phase 3: Phase 2 data collection.** The evaluation team will engage in virtual and remote data collection, such as conducting interviews using Zoom and other online communication tools. At the end of the data collection phase, the evaluation team may hold a preliminary presentation on emerging findings to the MCOs, identifying areas requiring further analysis and any information and evidence gaps that may exist.
- **Phase 4: Analysis, report writing, quality review, and debrief.** Following the individual outcome analyses, the LE will synthesize findings in the ISRPE report. The initial draft is subject to both internal and external quality reviews. Once the draft is quality cleared, the first official draft is shared with the MCOs and the RBAP for comments and factual corrections. The second draft, which considers their feedback, will then be shared with national stakeholders for further comments. The UNDP MCOs' will prepare a management response to the ISRPE under the overall oversight of the Regional Bureau. The report is then be presented at a final debriefing where evaluation results are presented to key national stakeholders, and UNDP's forward action are discussed. Considering the final set of comments collected at the stakeholder debriefing, the evaluation report will be finalized by incorporating the management response.
- **Phase 5: Publication and dissemination.** The ISRPE report will be written in English following standard IEO publication guidelines. The report will be widely distributed in both hard and electronic versions. The evaluation report will be made available to the UNDP Executive Board in time for its approval of a new Pacific Subregional Programme Document. It will be widely distributed by the IEO within UNDP as well as to the evaluation units of other international organizations, evaluation societies/networks, and research institutions in the region. The MCOs office will ensure the dissemination of the report to all relevant stakeholders in relevant countries and territories. The report and the management response will be published on the UNDP IEO website as well as the Evaluation Resource Centre (ERC).[32] RBAP will be responsible for monitoring and oversight of follow-up action implementation in the ERC.

Evaluation products (deliverables)

These products could include:

---

[32] UNDP IEO website: http://web.undp.org/evaluation/; UNDP Evaluation Resource Centre: https://erc.undp.org/.

- **Evaluation inception report.** This will be an internal document. This report to be prepared by the consultants/think tanks and will contain refinements of the evaluation methodology and will be prepared following and based on preliminary discussions with the MCOs. The inception report will detail the specific timing for evaluation activities in-country and deliverables and propose specific site visits and stakeholders to be interviewed.
- **Evaluation matrix.** This will elaborate on the evaluation questions, data sources, data collection, analysis tools, and methods to be used.
- **Evaluation debriefings.** The evaluation team will present a debriefing of findings to UNDP MCOs.
- **Draft and final evaluation report.** The draft evaluation report will be circulated among RBAP, MCOs and relevant government partners.
- **Evaluation brief and other knowledge products** will be prepared as need.
- **Evaluation Management Response** prepared by UNDP Pacific MCOs.
- **Evaluation debriefing presentations to UNDP and key stakeholders.** Depending on the COVID and travel restrictions, this might be conducted remotely.

Evaluation ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG' Ethical Guidelines for Evaluation'[33]. The evaluation will safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing the collection of data and reporting on data.

The evaluation will also ensure the security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process will also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

To ensure the credibility and usability of the process and results, the evaluation will ensure the independence and impartiality of the evaluation team, who are free from a conflict of interest. Evaluation team applicants should not have worked or contributed to the Pacific Subregional Programme Document under evaluation at any time in any way. Following this principle, UNDP staff members—including advisers based in regional centers and headquarters units, civil servants or employees of NGOs that may be or have been directly or indirectly related to the Pacific Subregional Programme Document, should not take part in this evaluation as evaluation team members. Equally, the applicants should not be in a position where there may be the possibility of future contracts in the area under evaluation.

Timeframe for the Independent Pacific Subregion Programme Evaluation Process
O

Table 4.: Tentative timeframe for the ISRPE process going to the Board in September 2022*

Activity	Responsible party	Proposed timeframe

---

[33] http://www.unevaluation.org/document/detail/102

Phase 1: Preparatory work		
Drafting of TOR, submission of TOR for approval by IEO Deputy Director and circulation to MCOs	LE, ALE, RA	April-May 2021
Selection of Consultants/Think tanks for evaluation team members	LE, ALE, RA	April-May 2021
Compilation of documentation for desk review	ALE, RA, CO	April-May 2021
Compilation of stakeholder contacts (and initial notification by CO)	ALE, RA, CO	April-May 2021
Phase 2: Phase 1 data collection		
Circulation of advance questionnaire to the CO	LE, ALE, CO	June 2021
Completion of preliminary desk review of reference materials *inception report due from Consultants/Think tanks	LE, ALE, RA, Consultants/Think tanks	June 2021
Launch of survey (as needed)	LE, ALE, RA, CO	June 2021
Completion of portfolio analysis	ALE, RA	July 2021
Phase 3: Phase 2 data collection		
Interviews with stakeholders, case studies	LE, ALE, RA, Consultants/Think tanks	July-October 2021
Preliminary debriefing with CO/RBAP	LE, ALE, RA, CO, RBAP	October 2021
Submission of consultant reports (either outcomes paper, case studies etc.)	Consultants/Think tanks	October 2021
Phase 4: Analysis, report writing, quality review and debrief		
Triangulation, synthesis and report writing	LE, ALE, RA,	November-December 2021
Submission of zero draft for internal IEO clearance (Directorate, Chief of Section, Internal peer review, External peer review)	LE, ALE	December 2021/January 2022
Submission of first draft for CO/RBAP comments	LE, ALE, CO, RBAP	January 2022
Submission of second draft to be shared with the government and other national stakeholders for comments	LE, ALE, CO	January 2022
Request for draft management response	CO, RBAP	February 2022
Holding the final stakeholder workshop (CO, RBAP, Government counterparts)	IEO, CO, RBAP	February 2022
Phase 5: Publication and dissemination		
Editing and formatting, developing the evaluation brief and video	IEO	February 2022
Dissemination of the final report	IEO	February 2022

* tentative