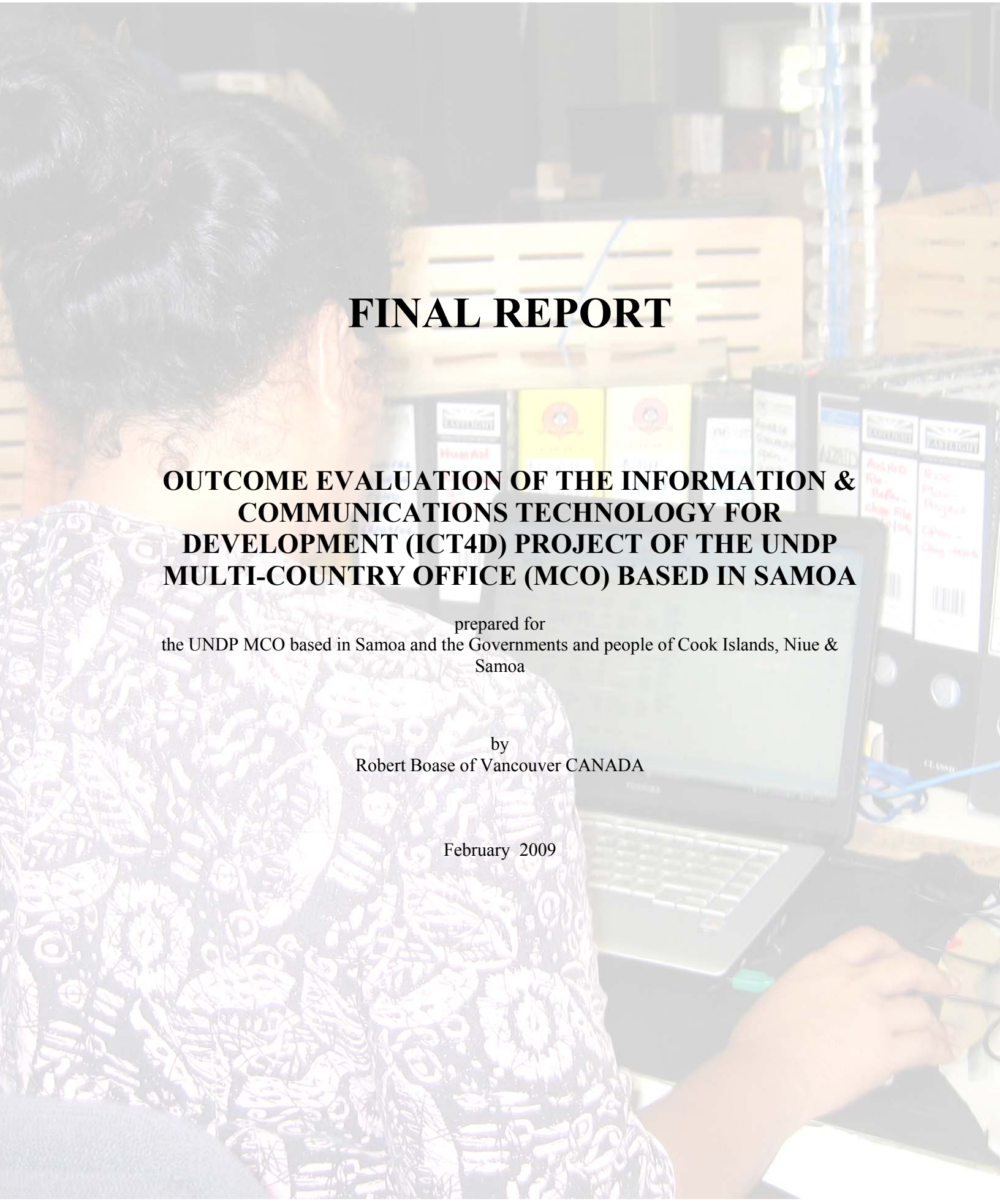


FINAL REPORT

OUTCOME EVALUATION OF THE INFORMATION & COMMUNICATIONS TECHNOLOGY FOR DEVELOPMENT (ICT4D) PROJECT OF THE UNDP MULTI-COUNTRY OFFICE (MCO) BASED IN SAMOA

prepared for
the UNDP MCO based in Samoa and the Governments and people of Cook Islands, Niue & Samoa

by
Robert Boase of Vancouver CANADA

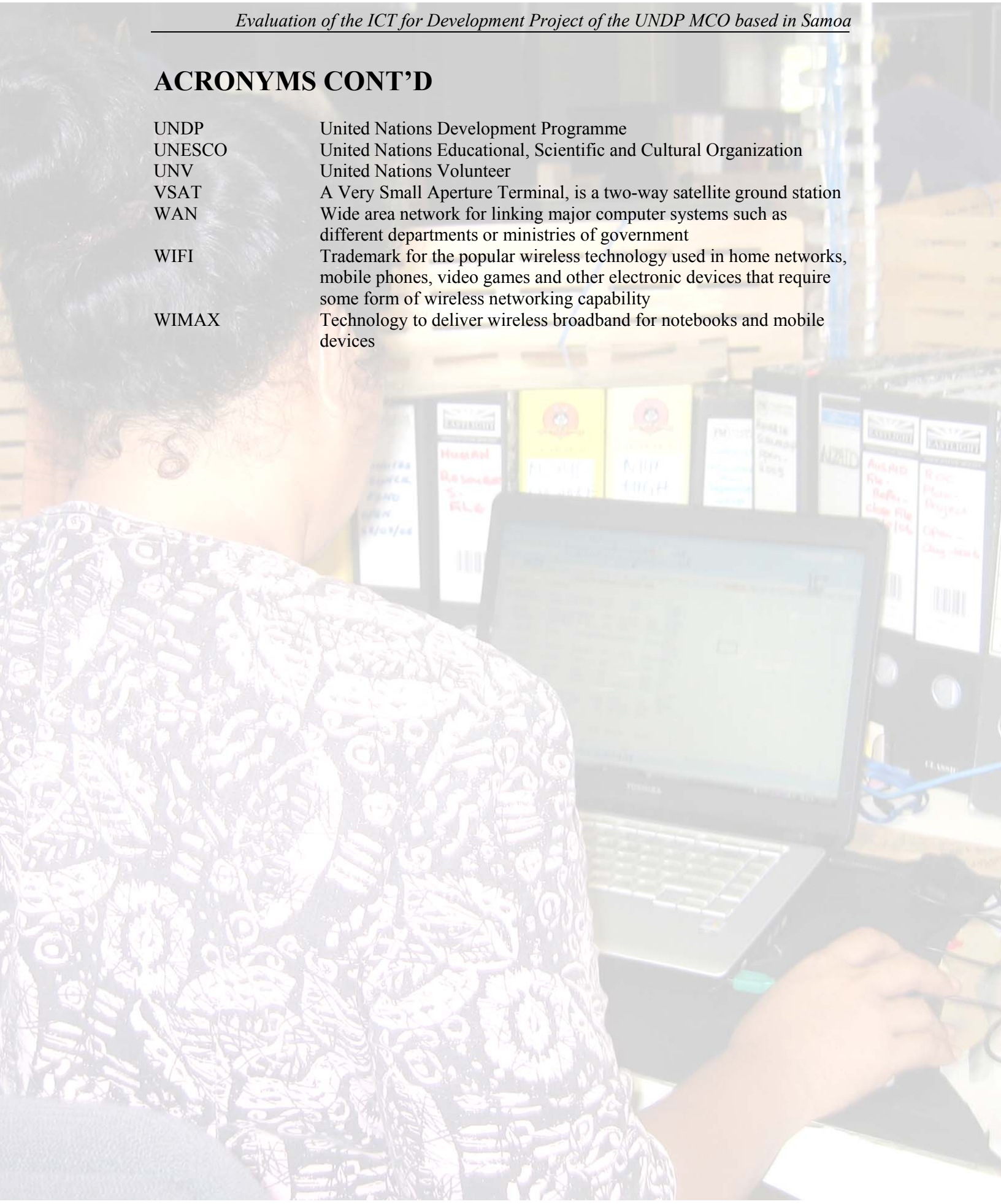
February 2009

ACRONYMS

ACCESS	Microsoft Office Access, previously known as Microsoft Access, is a relational database management system from Microsoft that combines the relational Microsoft Jet Database Engine with a graphical user interface and software development tools.
APDIP	Asia Pacific Development Information Programme
ADSL	Asymmetric Digital Subscriber Line is a technology for transmitting data
AUSAID	Australia Aid Agency
CPAP	Country Program Assistance Plan of the UNDP
CSOs	Civil Society Organizations
DGF	Development Gateway Foundation
DSL	Digital Subscriber Line
DTP	Desktop Publication
EXCEL	Microsoft Word programme for spreadsheets
FOSS	Free and open Source Systems
GIS	Geographic Information System
ICDL	International Computer Drivers' License
ICT	Information & Communications Technology
IT	Information Technology
ICT4D	Information & Communications Technology for Development
ISO	Information Services Office of the Government of Niue
LAN	Local Area Network for linking computers
MCIT	Ministry of Communications & Information Technology of Samoa
MCO	Multi-Country Office of UNDP based in Samoa
MDGs	Millennium Development Goals
MESC	Ministry of Education, Sports and Culture of Samoa
MOU	Memorandum of Understanding
MSN	The **M**icro**s**oft **N**etwork is a collection of Internet services provided by Microsoft. The Microsoft Network began as an online service and Internet service provider in 1995 to coincide with the release of the Windows 95 operating system
OLPC	One Laptop Per Child is the idea of MIT Professor Nicholas Negroponte. The mission of One Laptop per Child is to empower the children of developing countries to learn by providing one connected laptop to every school-age child. The idea is to help make education for the world's children a priority, not a privilege.
OPM	Office of the Prime Minister of Cook Islands
PA	Preparatory Assistance from UNDP
PACINET	Pacific Islands Internet Society held its annual conference in Rarotonga in 2008. Finance arranged and organized by the Project Manager of the ICT4D project
SAFI	New Zealand based computer systems consulting agency that did a lot of work for the Niue e-government project
SIV	Small Island Voices, a UNESCO programme
SOEs	State Owned Enterprises
TCI	Telecom Cook Islands
UNDAF	United Nations Development Assistance Framework

ACRONYMS CONT'D

UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNV	United Nations Volunteer
VSAT	A Very Small Aperture Terminal, is a two-way satellite ground station
WAN	Wide area network for linking major computer systems such as different departments or ministries of government
WIFI	Trademark for the popular wireless technology used in home networks, mobile phones, video games and other electronic devices that require some form of wireless networking capability
WIMAX	Technology to deliver wireless broadband for notebooks and mobile devices



Contents

Executive Summary

This report is an outcome evaluation of the UNDP MCO Samoa's ICT for Development (ICT4D) project operating in the Cook Islands, Niue and Samoa from 2005-8. The consultant Robert Boase of Canada evaluated the project from November 18 to December 20, 2008 with one week missions to each country and writing up the report back in Samoa.
General findings in this project are summarized below:

- ICT is still relatively new in the islands and it faces formidable challenges - ICT4D is both a great challenge and an opportunity;
- The vulnerability of the Internet hardware in these small island states due to cyclones, power surges and power outages that can damage network hardware such as a server;
- The limitation of human resources both for developing and servicing the ICT systems on the supply side and for using this technology by public servants and the general public on the other hand;
- The cost of developing, operating and maintaining these systems on limited government budgets;
- The sluggishness of the Internet both in connectivity and in data transfer that frustrates more sophisticated users and consumes inordinate amounts of time;
- The technology has jumped out ahead of many neophytes' ability to use it. What is needed now is a focus on building computer literacy;
- It is premature to talk of these projects' contribution toward the UNDP global objective of poverty reduction. The internet is still the domain of the educated and privileged in these societies;
- The intended outcomes for these projects are basically irrelevant to the actual situation on the ground;
- The delays in UNDP quarterly advances has impeded project implementation in all three projects;
- Project Managers' accountability in the three projects was lacking. Without accountability projects tend to drift off target and fall behind schedule and this is what happened with all three projects.

The Cook Islands Project
The project has assisted 11 ministries and 8 agencies/SOEs in the design, implementation and early maintenance of their websites and has trained relevant staff to operate and maintain their e-government orientation. Organized and raised funding for hosting of the PACINET conference in 2008 attended by three

hundred people. Put a virus protection system into place for the government system and is preparing an anti-virus policy for government. Prepared the specifications for a call for proposal for development of the government's web portal – and all this in twelve months of project execution.

The project was not able to mount two ICT4D pilot projects in the outlying islands as planned in the project document due to shortage of time available.

The Project Manager position's accountability is not clear. This has caused tensions and problems in project implementation.

Telecom Cook Islands (TCI) is not providing Internet service up to the level of Niue and Samoa. The Government would be advised to insist that TCI bring itself up to the level of Niue and Samoa or the Internet should be opened up to competition.

Recommendations are made to the Cook Islands Government as follows:

- complete the ICT4D pilots in outlying islands;
- mount a promotional campaign to make citizens more aware of and able to use the new e-government services;
- carry out an ICT training needs assessment and develop and deliver a national training program;
- provide technical consulting assistance to the government's ICT system;
- add on an MDG dimension to e-government;
- address the inferior internet service; and
- clarify the roles and relationships in the ICT Division in the PMO.

The Niue Project

In spite of financial and personnel problems, the Niue project has performed well. It has put the infrastructure for the e-government in place; it has an effective on-line computer literacy programme underway with seventy people enrolled; it has put in an online tourist booking system that is being increasingly used by tourists. The only project activity not implemented was the linking up of the UNESCO Small Islands website with a school.

Recommendations are made to the Government of Niue as follows:

- develop an ICT policy for government;
- computer literacy training;
- building ICT technical capacity in the government;
- complete websites for all government departments focused on being user-friendly for the citizen and the Diaspora;
- establish the UNESCO Small Islands Voices linkage with schools and government;

Samoa Project

Project performance has been disappointing. The explanation lies in the many changes in outputs made during the project and the heavy demands on the project manager outside the project. Only one output has been successfully completed and that is the training of Ministry of Communications and Information Technology staff.

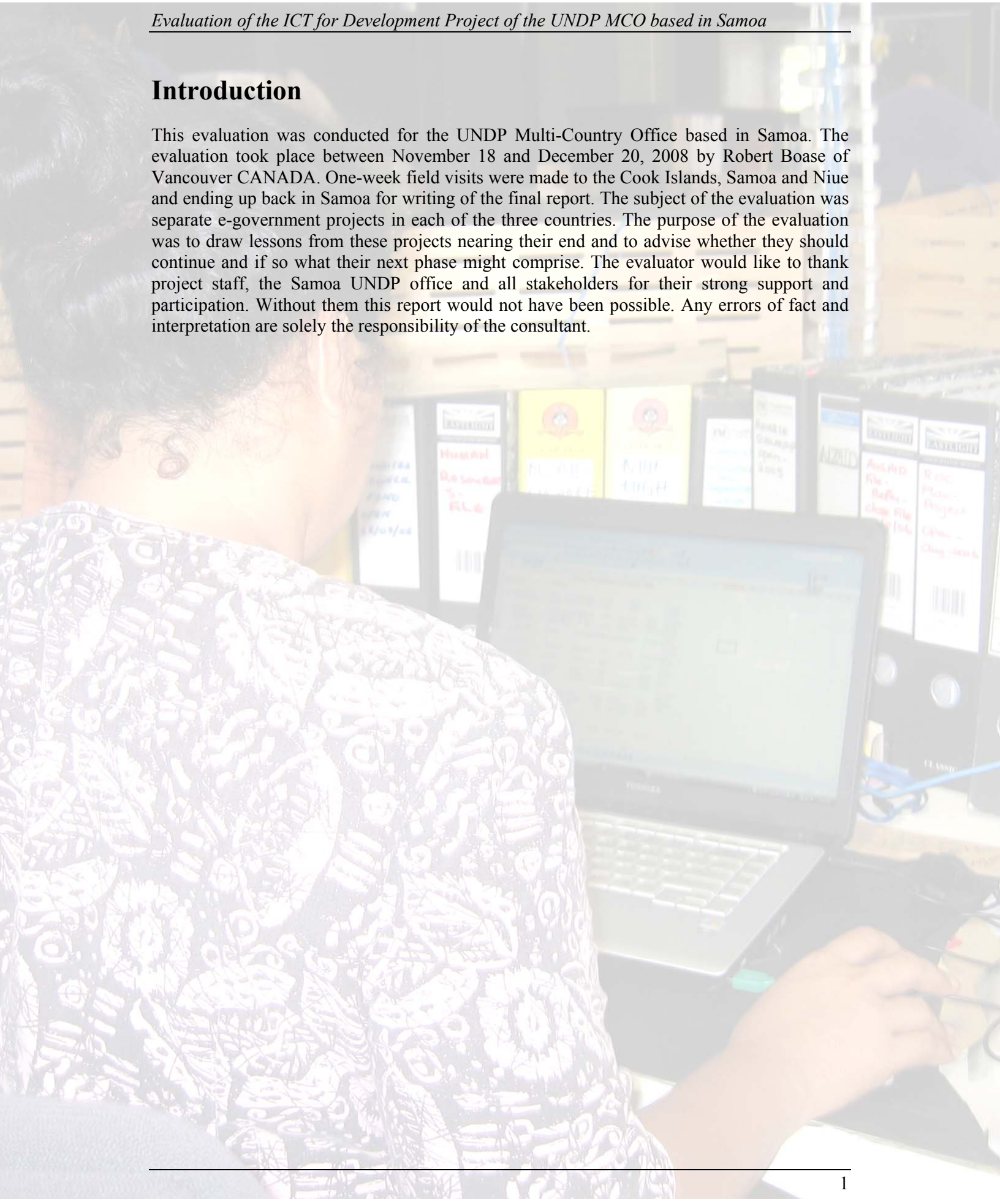
Recommendations are made to the Government of Samoa to undertake a major computer literacy training initiative; to implement the two planned ICT training centers and to coordinate them with the SchoolNet initiative; to implement the mobile computer van; and to make the existing telecenters more active before adding more telecenters. Finally, there are recommendations to improve management of the many projects in MCIT

Recommendations for UNDP

Recommendations for UNDP include making ICT4D a cross-cutting supporter of the new flagship programme; a review of UNDP's financial administration to make it more responsive to project needs; and development of a policy to ensure the accountability of all project managers in its portfolio.

Introduction

This evaluation was conducted for the UNDP Multi-Country Office based in Samoa. The evaluation took place between November 18 and December 20, 2008 by Robert Boase of Vancouver CANADA. One-week field visits were made to the Cook Islands, Samoa and Niue and ending up back in Samoa for writing of the final report. The subject of the evaluation was separate e-government projects in each of the three countries. The purpose of the evaluation was to draw lessons from these projects nearing their end and to advise whether they should continue and if so what their next phase might comprise. The evaluator would like to thank project staff, the Samoa UNDP office and all stakeholders for their strong support and participation. Without them this report would not have been possible. Any errors of fact and interpretation are solely the responsibility of the consultant.



ICT & E-Government - What are they?

Information and Communications Technology (ICT) sounds very technical - but actually it's not; it refers to the computing and telecommunications technologies such as the Internet, computers, and telephones. ICT is really about providing people with easy access to information and services that will improve their everyday lives. Governments underpin their ICT development with an ICT policy which typically lays down a number of principles as follows:

Generic ICT Policy

- Providing easy access to valuable information on health, jobs and education
- Moving Government information and services on-line
- Stimulating increased levels of e-Commerce
- Connecting all schools and libraries to the Internet
- Increasing ICT related education for students – both children and adults
- Increasing the numbers of computers in homes
- Providing Internet Access Centres and training in rural villages
- Providing all citizens with high speed, affordable Internet access

ICT as a tool should deliver the following benefits and outcomes:

Key benefits

• More accessible government information and services
• Faster, smoother transactions with government agencies
• Increased access to government decision makers and to parliamentarians
• More local access to government through the internet
• Increased participation in government by all
• Increased efficiency in government operations
• Enhanced opportunities for smart partnerships with civil society and the private sector
• Legal recommendation and security over the networks.

Principal outcomes

• Service expectations of the public increase and are increasingly satisfied
• Increase in the efficiency and effectiveness of government
• Greater access to and availability of public information: less need to travel and queue
• Automation of most government services and transactions
• Increased participation in government
• Increased public satisfaction with government
• Increased trust in government
• Decentralization and strengthening of district and local government

1. Evaluation Methodology

The methodology for this evaluation followed the terms of reference for this assignment. See Annex A for the Terms of Reference for this Outcome Evaluation. The approach was tailored to the separate projects in the Cook Islands, Samoa and Niue. The methodology involved the following:

- field visits to the Cook Islands, Samoa and Niue in that order;
- reading of key documents related to the project as well as broader studies and evaluations of e-government projects particularly those in the region;
- meetings with project partners and stakeholders in each country and with senior management in UNDP Samoa (See Annex B for list of persons interviewed during this evaluation);
- analysis of the above and use of triangulation to confirm facts and trends;
- conduct of selected tests of e-government system in each country including opening websites, sending emails requiring responses from ministries and agencies and testing civil servants' ability to operate their websites and send emails;
- consultations and debriefing meetings with the project team in each country at the conclusion of the mission;
- write up report at the UNDP MCO during final week of mission;
- a briefing with the UNDP Resident Representative before departure; and
- submission of the draft report to all stakeholders and revision and correction where required for the preparation of this final report.

2. Overall Situation for this project

The general situation for this project in all countries is as follows:

- ICT is still relatively new in the islands and it faces formidable challenges - ICT4D is both a great challenge and an opportunity;
- The vulnerability of the Internet hardware in these small island states due to cyclones, power surges that can damage a server and power outages;
- The limitation of human resources both for developing and servicing the ICT systems on the supply side and for using this technology by public servants and the general public on the other hand;
- The cost of developing, operating and maintaining these systems on limited government budgets;
- The sluggishness of the Internet both in connectivity and in data transfer that frustrates users and consumes inordinate amounts of time;
- The technology has jumped out ahead of the people's ability to use it. What is needed now is a focus on building computer literacy;
- It is premature to talk of the outcome of these projects, i.e. poverty reduction. The internet is still the domain of the educated and privileged in these societies;
- The delays in UNDP quarterly advances has impeded project implementation in all three projects;
- Project Managers' accountability in the three projects was lacking. Without accountability projects tend to drift off target and fall behind schedule and this is what happened with all three projects.

These challenges can be overcome as is evidenced in this report but it requires patience, persistence, continuity and creativity in both design and implementation of ICT – qualities much in evidence in the course of this evaluation.

2.1. Cook Islands Situation

The Cook Islands present a particular challenge for e-government. There are 15 islands and atolls, 13 are inhabited, spread out over 2 million square kilometres of the South Pacific. The total land mass is only 240 square kilometres. The administrative headquarters and capital are in Rarotonga, the largest island where 72% of the country's 13,000 people reside. The country is geographically divided into two zones- the Northern and the Southern Groups of islands which differ in economic, social and cultural activities. The Cook Islands has a large overseas population mainly in New Zealand and Australia that dwarfs the current actual Cook Islands population. These individuals have close ties and can benefit in an unique fashion from e-government in such matters as passport applications, tax returns, domestic airline schedules, drivers' licences and dates of future cultural events and national holidays.

Telecom Cook Islands (TCI) is 60% New Zealand and 40% Cook Islands owned. It is the monopoly authority for both phone and internet for the entire country and is self-regulated for there is no separate regulatory body. All inhabited islands have basic telephone connection that is used to access Internet through a dial-up system. Several outer islands also have either ADSL2+ networks or WIMAX covering the entire island.

Currently the average dial-up Internet connection speed for Rarotonga is 49.6 kbps and 28 kbps in outer islands. The broadband cable network around Rarotonga is complete and the Rarotonga IP local network increased to 1 GB. Telephone and Internet connections in outer islands use satellite earth stations with local telephone exchanges powered by both solar/battery systems and mains power due to the lack of reliable power sources on the islands. There are around 500 dial-up Internet users and 1200 broadband users or around 11% of residential population. TCI introduced ADSL2+ broadband in Rarotonga (Capital Island) in

2005 and has been progressively introducing broadband networks to all of the outer islands. The main customers are the central government in Rarotonga, the more affluent and educated residential population, businesses and the Internet cafes. In the outer islands problems persist such as dialing up a number of times before one would be able to download a large-volume file through the Internet. This along with slow connectivity is a common concern of customers where a connection cost is incurred every time one has to dial, hence the rollout of ADSL2+ or WIMAX services in the outer islands.

Slowness of data transfer and high cost of Internet services are the most serious impediments to ICT development on the outer islands. Hence Telecom provides a subsidy to all schools and in some cases has installed a VSAT system providing up to 512/256 kbps to any school in the Cook Islands including the outer islands. Health services as well have been granted heavy subsidizations from TCI for access to the Telehealth systems in the outer islands via DSL. TCI's intention is to put ADSL or WIMAX on to every populated island.

The Cook Islands ICT policy framework and control of the ICT infrastructure are typical of many developing countries with a monopoly service provider (often foreign-controlled) and a complex web of cross subsidies for schools, hospitals and the most outlying areas.

The government established a national ICT policy in 2004 whose guiding principles are Quality of life through ICT; Access for all to ICT; Maximising Economic Growth; Sustainable Development of ICT; and Policy & Regulation of ICT. While this policy calls for competition in Internet service providers so far none has taken place. As industrial and commercial development progress, there will be pressure to reduce telecommunications costs for heavy users most often located at the centre of the country's economic development. As services such as broadband fibre optic networks and Voice Over Internet Protocol (VOIP) are demanded, pressure on the telecom service provider and on the system of cross subsidisation increases at times pitting regional development against national growth priorities.

The current level of Internet service is behind Niue and Samoa. Government would be advised to allow competition in the Internet provider field to accelerate its development and bring it up to regional standards.

The UNDP Country Programme Assistance Plan (CPAP) proposes new roles for ICT4D for the future under the heading equitable *economic growth and poverty reduction*. Specifically, the document proposes:

'(h) best practices and lessons learned documented and disseminated through Information Communication Technology for Development (ICT4D);

(i) MDGs advocated through an "MDGs through Sports, Volunteerism and ICT4D" campaign in partnership with development partners, United Nations Volunteers (UNV) and other volunteer organizations;

(j) capacities developed of Governments, civil society, the private sector, youth and "MDG volunteers" in strategic planning, leadership and management, programme design, MDG-based data collection and monitoring and evaluation, gender mainstreaming, and communications.'

This new departure signals a strong need for further UNDP assistance if these ambitious goals are to be met and is dealt with under Recommendations for UNDP in the final section.

Fortunately, e-government was underway in selected ministries before the UNDP project started so ownership was assured. The UNDP project brought e-government to new ministries and agencies and these institutions demonstrate strong ownership of their websites.

2.2. Niue Situation

Niue has the advantage of being a single island, which reduces ICT costs in not having to network a number of islands. On the other hand it faces the serious challenge of a small and dwindling population which has declined from 1700 in 2002 to just 1000 in 2008. The dwindling population has resulted in reduction of sea and air services. Niue has lost 70% of

its population in the last fifteen years. There are about 20,000 Niueans living in New Zealand, twenty times the current Niue population. It is estimated there are 5,000 Niueans in Australia with smaller numbers in Samoa and Tonga. This large Niue Diaspora is another compelling reason for strengthening e-government for these people can benefit enormously from e-government and providing such e-government services is probably economically beneficial to Niue.

The country was hit by a severe tropical cyclone Heta in January 2004, which destroyed many people's homes and 40% of hotel rooms. The country's economy is vulnerable as it relies almost exclusively on tourism. Unlike other countries in the region, Niueans spend more money supporting their students overseas than they receive in remittances.

Niue plans as part of its national ICT policy to establish Niue as the 'ICT hub' of the Pacific, driving for a near 100% computer literate population. It is moving toward free Internet for all but some villages are not yet on the Internet. It should be noted that the vision to make Niue the ICT hub of the Pacific is very ambitious for it implies the capacity to carry South Pacific regional internet traffic which is far more than Niue's current system can accommodate.

Currently, Niue's only primary school, its secondary school and the USP Extension center are all connected to the Internet. Computer training starts at Grade 5 and the numbers of students in IT programmes in high school is increasing. Recently a private donor gave fifteen computers to the primary school and thirty to the high school. Niue is a member of UNESCO's Small Islands Voices but there is no evidence of this in the schools or in the government circles.

Niue has a longstanding .nu domain name dispute with a private interest that claims ownership of .nu and the domain name has been used by outsiders to establish pornographic sites. UNDP assisted the government with this issue but was unsuccessful in unseating the private sector company that holds the .nu domain name. The issue is fully documented on the International Telecom Union's (ITU) website www.itu.int Niue is contracting lawyers to take their case before the courts. See Annex F for an ITU account of the .nu domain issue.

The One Laptop Per Child (OLPC) is making a significant impact in Niue. Every primary and secondary school student has a laptop, which they use in class to varying degrees and take home each day. The challenge now is that the children in many cases have moved out ahead of their teachers and parents in computer literacy. The result is that use of the computer in class for learning purposes is a function of the computer literacy of the teacher and the children are turning into teachers of their parents on the computer at home.

The 39th Pacific Islands Forum Leaders Summit 19th -21st August 2008 hosted by Niue was a major event attended by almost 500 people. Its planning and execution were both an opportunity and a challenge for e-government. Niue tested out the project-supported on-line accommodation reservation system of the Tourist Bureau with 90% of the accommodation reservations for the conference made on this system. At the same time, the Forum demanded much attention of the government for the year leading up to the Forum with the result that it slowed down e-government development in some ways.

The country's draft National Integrated Strategic Plan for 2009-2014 states:

- ICT Strategy by 2010
- Universal ICT connectivity by 2012 for phone, mobile and internet
- Full digital conversion by 2010
- Policy and law to liberalize telecom industry by 2012
- Training for all to increase computer literacy by 50% by 2012
- Policy to increase public sector efficiency through e-government dissemination of and access to public information

2.3. Samoa Situation

Samoa with two adjacent large islands and only two nearby small islands has a strong advantage over many Pacific Island countries in the region with their many distant islands. Samoa has made impressive ICT gains in the last decade. There is a national ICT policy and an ICT plan for the period 2005-08 and a new plan is being developed for 2009-2012. A Telecom Act was promulgated in 2005. Pursuant to the Act, telecom policy, regulation and operations are now housed in three institutions thus ensuring separation of power. Competition has been encouraged for cell phones and Internet services including Internet service providers, which has accelerated telecom development and kept down costs to the consumer. Fixed line phone density in 2003 was only 6% but has reached 60% in 2008. Cell phone density was only 3% in 2006 but has reached 53% in 2008. For the future, a fibre optics cable from American Samoa is expected in 2009 which should give Samoa all the band width it needs for the next five to ten years and will eliminate the current slowness in connectivity and data transfer. Privatization of SamoaTel is to take place between 2009-12.

Samoa benefits from a large overseas population in Australia, New Zealand and America which sends remittances and returns home frequently for family reunions. Some experienced and specialized Samoans migrate back to help their country in key sectors.

In many ways ICT hardware has jumped out ahead of people's capacity to use and exploit it. The challenge now it to raise the capacities of the whole population – students, teachers, civil servants, business people and adult men and women to take advantage of the communications technology that the country has in place.

3. Performance and Progress Toward Outcome

While the performance of the Cook Islands and Niue projects is good even exceptional, it is premature to evaluate these projects against the UNDP global objective of poverty reduction. The early stages of E-government are characterized by minimal traffic on the websites and what traffic there is comes from those with computers and knowledgeable about how to open up websites and use them for information purposes. So the early stages of e-government tend to patronize those already privileged in the society such as public servants and business people and to leave out most of the poor who have no computer, no knowledge of how to operate a computer and certainly no knowledge of how to access information from a government website.

Project performance is evaluated against the intended outcome for each project but the stated outcomes are overly ambitious for the time frame and resources of these relatively small projects. So at this stage the evaluation must be focused on the projects' direct outputs such as the establishment of client-focused websites, the expansion of Internet infrastructure and the building of awareness and a momentum for e-government. In this sense, the Cook Islands and Niue projects have made significant progress.

3.1. Cook Islands Project Performance

GOVERNMENT OF THE COOK ISLANDS WEBSITE STATUS *AS AT NOVEMBER 2008*			
Ministries (15)		**Government agencies/SOEs (16)**	
In Development (5)	Completed (10)	In Development (8)	Completed (8)
In-house • Justice • Marine Resources *eGovernment Project* • Ministry of Foreign Affairs Immigration (MFAI) • Ministry of Infrastructure and Planning (MOIP) • Transport • Research in OPM	*In-house* • Education • Tourism *eGovernment Project* • Agriculture • Ministry of Cultural Development (MOCD) • Department of National Human Resources Development (DNHRD) • Internal Affairs • Office of the Prime Minister (OPM) • Office of the Public Service Commission (OPSC) • Health • Ministry of Finance and Economic Management (MFEM)	*eGovernment Project* • Airport Authority • Crown Law • Office of the Deputy Prime Minister • Superannuation • Ombudsman • Police • Manihiki Island Administration Centre • Cook Islands Investment Corporation (CIIC) • World Youth Netball Competition 2009 OPM	*In-house* • Audit • Business Trade Investment Board (BTIB) • Energy • Environment • Financial Intelligence Unit (FIU) • Financial Supervisory Commission (FSC) • Meteorological Services • Parliament

The chart above summarizes the current situation as at November 22, 2008 with regard to government websites. Websites which the project developed or contributed to are described as 'eGovernment Project' while websites developed internally by the institution itself are

described as 'in-house.' The websites are divided between those that are completed and operational and those that are under development at this time. The e-government project developed or contributed to the development of 11 of the 15 government ministries and 8 of the 16 Government Agencies/SOEs. For a project with a small budget, four staff and only 12 months of execution, this is an impressive result.

There were serious implementation challenges to the project. The problems included delay in signing the project document. The original schedule for the project was 2003-2007 but the signing took place only in 2006 with a duration of 18 months making the ambitious work plan unrealistic. Funding did not arrive until nearly a year after project approval; high project management and staff turnover and vacancies (there have been five Chiefs of Staff in the Office of the Prime Minister in 3 years resulting in differences in project plans and approaches. It took more than a year to recruit the International UNV. Staffing issues in the ICT Division resulting in four Project Managers and three ICT Directors and the latter position is currently vacant). Finally, there have been differences in plans and approach between project management. See Annex C for list of outputs from each of the quarterly reports.

Nonetheless, the project has made a difference as follows:

3.1.1. *Progress toward project outcome*

The intended outcome of this project was 'expanded collaboration between the public and private sectors to provide outer-island communications with access to ICT.' There is no progress toward this outcome. TCI is a monopoly in the Cook Islands jointly owned by the government and New Zealand telecom and therefore by definition is the sole agency to provide ICT to the outer islands. So there has been no collaboration between the public and private sectors in this regard. That being said, TCI has made considerable progress toward providing outer islands with ICT. All of the Southern Islands now have ADSL2+ coverage. But the challenge is as much a human one as it is ICT infrastructure. TCI informs that even though it subsidizes internet installation and monthly charges in the outer islands there is very little uptake in the new ADSL2+ service. TCI found little interest in the internet on the part of inhabitants.

In retrospect, the original outcome may have been misplaced. A more meaningful outcome might have been, 'more civil servants and members of the public in the Cook Islands using ICT in their work.'

3.1.2. *Website Development for Ministries/Agencies*

The project assisted 11 ministries and 8 agencies/SOEs in the design, implementation and early maintenance of their websites and has trained relevant staff to operate and maintain their e-government orientation (see chart above for specific ministries and agencies assisted by the project).

3.1.3. *Log and Referral of All e-government enquiries*

The project has kept a log of all questions and complaints to government to the Cook Islands site over the Internet and referred them to the appropriate agency for response. This has been an important feedback mechanism to government from the citizens and helps to guide the development of the portal and individual ministry websites.

3.1.4. *2008 PACINET Conference*

The project raised $85,000 in funding and organized the Pacific Islands Internet Society (PACINET) Conference September 1-5, 2008 attended by almost 300 people from all the Pacific nations along with local Cook Island interested parties. The conference helped raise both the confidence and interest in e-government in the Cook Islands. The conference showcased new developments in the Pacific while giving countries the opportunity to report

on IT development on their island. The conference raised government awareness and resulted in more ministries and government agencies coming to the project for assistance. It also brought to public attention the One Laptop Per Child (OLPC) program and its potential as an e-learning tool on a small island like Mitiaro which was the only southern island without broadband. Staff from OPM, Health, Education, Police and Works explained the internet-related innovations in their ministries. Parallel to the PACINET conference SOPAC and APCICIT took advantage of the regional gathering by offering training on e-government for senior managers. This was attended by 35 people mainly from the Cook Islands.

3.1.5. *Internet Security Study and Action*

The project undertook an Internet Governance study with the Diplo Foundation to determine the obligations of the government to look at legal and security issues relating to internet use. In the run-up to the PACINET conference, internet security was highlighted in the publicity campaign both on TV and in the newspapers. As a prelude to the study the project undertook a survey of government departments. Only 30% actually bought antivirus software for their computers. Others were surviving on free software on recently purchased computers or none at all if the free license had expired. No government department had a budget for antivirus software. Most Government departments budgeted for hardware replacement from which some purchased antivirus software. As a result, the eGov Project has antivirus and malware software on order to protect all computers in government for two years while the eGov Project prepares an antivirus policy for government approval. It should be noted that there is also the question of security of government information against hackers. The government holds highly confidential information on its citizens and this must not be open to outsiders who may use this information for fraudulent purposes. As Internet usage increases, corporations will begin to build customer databases and a legal framework for guarding confidentiality will need to be developed and put into place.

3.1.6. *Call for Proposals for Government Web Portal*

The project prepared specifications for a call for proposal for the development of the e-government web portal for the Cook Islands.

3.2. Niue Project Performance

The UNDP project was signed June 15, 2005 for a two-year duration but has had an extension due to the disruption of cyclone Heta. It is not clear to the Government of Niue whether the project is finished budget-wise for there has been no communication from UNDP one way or the other since a direct payment by UNDP in early 2008.

Project performance is discussed below under headings of E-government, E-learning and E-tourism. See Annex D for list of outputs from each of the quarterly reports.

3.2.1. *Progress toward Project Outcome*

The intended outcomes of this project were:

- The policy, legal and regulatory framework reformed to substantially expand connectivity to ICT;
- An enabling environment created for the emergence of a local internet-focused small and medium enterprise service sector; and
- Expanded collaboration between the public and private sectors to provide communities with ICT access.

The policy, legal and regulatory framework has not been changed. In part, this is because Niue does not have complete control over its own ICT development because the .nu domain name is held by an overseas interest and is explained below. This report recommends that a national ICT policy be formulated.

The enabling environment for a local internet-focused small and medium enterprise service sector has not been created and there are serious impediments to such an environment with the .nu domain name being held by an overseas interest. As well, it may be challenging to contemplate a local service sector with a little population not much over a thousand.

Expanded collaboration between the public and private sectors to provide communities with ICT access has not taken place, again, because the .nu domain is held offshore and this prevents development of the local ICT sector in Niue.

In retrospect, one wonders where these intended outcomes for this project came from for they do not appear to take into account the reality of a small population whose ICT development is largely in the hands of a foreign interest.

3.2.2. E-Government

This was an ambitious undertaking for a project of short duration and with little financial resources. A Local Area Network (LAN) has been installed inside each government department for computer communications inside the department and a Wide Area Network (WAN) has been installed for connecting up all departments. Training was provided to staff on how to use the networks for communication. A government portal was created at www.gov.nu. The site is a good beginning but needs further development. Departmental sites are nothing more than an address, phone and fax number. There is not even an email address to make contact with the department. There needs to be a client focus in government portal design with an emphasis on what services are available and how to access them efficiently, particularly from remote locations. There are three models by way of the Niue Tourism, Niue Statistics and Companies Office of Niue which have their own websites that are fully operational. It will be important for all departments to follow suit and to establish their own websites. In doing so, departments need to select those items already on their intranet that should be open to the public and to do so from a citizen's needs perspective.

3.2.3. E-Learning

This component changed during project implementation when the Wintec on-line computer training system was made available as a computer learning system. See Annex E *On-Line Computer Training Modules from the Niue Project*. Wintec is free to New Zealand citizens so Niueans can access the training system free. There are forty intermediate computer training modules and nine advanced modules. Approximately seventy Niueans, almost all of whom are public servants but with a few students, are enrolled in the Wintec courses. Approximately ten have graduated from the intermediate course meaning they have passed the test for ten of the forty training modules of their choice. A handful of trainees have gone on to the advanced training course. On-line training is far superior to classroom training because it does not require a trainer; it can be fit into the learner's schedule; is private and therefore avoids embarrassment of a classroom setting and most important perhaps for Niue, it is free.

The on-line system allows the administrator, in this case Frank Sioneholo who has volunteered to do it in spite of his heavy workload as Head of Economic Development, to track student progress. The system will bring up which modules the student is taking, which have been completed, what percentage completed for the rest and the last date the student logged into a study session. Frank is available to give personal help to students having difficulties and he contacts those who have not logged-in for some time to encourage them. There are also two off-line courses offered entitled English for Tourism and Occupational Health and Safety.

The e-learning center is downtown in a house with three computers and a printer. It is used mainly by students, some visitors and those taking the on-line course who do not have their own computer. But the center's usage has dropped off remarkably since the on-line training program took hold because most on-line students either can use their computer at work or have a computer at home. The project agreement was that it would fund the teacher for the

first year but then the government would take over the funding. There was a part-time local trainer in the first year but she migrated and the project did not hire another because of the low usage of the center and because on-line training had taken over. Clearly, the on-line training is a far superior concept and has demonstrated its success on-the-job for its many trainees. Discussions with two on-line students revealed how they are using new programme skills in Excel to develop formulae for financial reporting and how they have become informal tutors to others in their department taking the on-line courses.

3.2.4. E-Tourism

It should be noted that the tourism website was operating well before this project. The project spent NZ$20,000 to develop an on-line booking system for Niue's Tourist Bureau. SAFI the New Zealand-based consulting agency won the contract to develop this system. SAFI also did the training on how to operate this system for Tourism staff and for the tourism operators on Niue. The user pays meaning that Niue operators have to pay NZ$20 per month for the right to be in the system. The operators were enthusiastic from the beginning and are strong supporters of the system but some operators are not yet computer literate and perhaps others are concerned about the tax department having access to their bookings. The system has been operational since September 2007. The system has 90% of the Niue accommodation on line. The system can generate activity reports for the Tourism bureau and for individual operators. 2009 bookings are already coming in. The system was used for the recent Pacific Forum in Niue and it was able to find accommodation for 500 delegates. In a high month the system logs in over 60 accommodation reservations and 30 rentals of cars.

The Project Manager takes care of maintenance and uses SEC.Com NZ when the problem is complicated. There are 5000 people signed-on for updates and news from Niue Tourism. The main problem for their system is that the Internet in Niue is slow. Tourism needs more capacity because their site has high resolution photos and this requires broadband Internet connection speeds. This is why they have their site based in New Zealand so that tourists can download the information quickly. As the next step, they want to expand the system to e-marketing for tourism but again this requires more Internet capacity.

They would like to use the Government Intranet system more but there is little information on it. For example, Tourism needs things like drivers' licence applications and registration forms with the police but this information is not available on the system.

The project document stated that a school would be selected for participation in the UNESCO Small Island Voices (SIV) programme but no evidence of this could be found.

Except for the SIV absence, this project has performed very well especially given the fact that a national project manager had to take over mid-stream without any proper handover notes and without some of the necessary formal training and experience.

3.3. Samoa Project Performance

The ICD4D project was preceded by a six month UNDP Preparatory Assistance (PA) in 2003-4. This PA defined the ICT4D project. The ICT4D project was signed January 23, 2006. The first quarterly report is for the period October-December 2006, because the project was slow in getting underway in its first year. See Annex E for listing of project outputs from each of the quarterly reports.

The project has been through many changes, which has doubtless interfered with implementation. The result is a project nearing its end but with many of the outputs still not in place. The outputs that eventually were arrived at after many changes are described below.

3.3.1. Progress Toward Project Outcome

The intended outcomes of this project were:

- The policy, legal and regulatory framework reformed to substantially expand connectivity to ICT;

- An enabling environment created for the emergence of a local internet-focused small and medium enterprise service sector;
- Expanded collaboration between the public and private sectors to provide communities with access to ICT.

A comprehensive ICT plan for Samoa was under implementation before this project began and part of this plan included expanding ICT connectivity but this project had nothing to do either with the ICT plan or with expanding connectivity.

While there is no deliberate government policy to support a local internet-focused small and medium enterprise service sector, the MCIT has contracted local companies and individuals to assist with ICT development. This project's funds have been used to contract local individuals and companies for such things as ICT training and development of the government portal. The evaluation consultant met with a number of individual ICT consultants and was impressed with their experience and capabilities.

There has been no collaboration between the public and private sectors to provide communities with ICT access. MCIT has taken on this task with funding from the ITU to set up several telecenters in rural settings. A private Internet cafe owner on Savaii stated that these centers were competing with his business.

In sum, the three intended outcomes of this project were only partially achieved and where they were achieved, the project had nothing to do with it.

3.3.2. Strengthening of MCIT Staff

Nine MCIT Staff were trained on computer programmes over a period of two months on MS Word, Excel, ACCESS and also Internet Applications such MSN. For MSN, the trainer taught them how to chat on MSN and every one trained had an MSN and either hotmail or yahoo login. The training is finished at a cost of US$5,000. Training was conducted on a one-on-one basis by a local trainer in the Samoan language. It was sustainable in that the Corporate Services manager now uses Excel to create her own financial files for the Ministry. The head of archives has put the email and correspondence records into an excel file to track responses from the Ministry.

3.3.3. The Government's Portal

The project commissioned an e-readiness study with the National University of Samoa as a first step in designing their portal. The contractor did not deliver an acceptable report. The contract was terminated and the National ICT Committee took over and completed the task. A recently contracted consultant resident in Samoa has completed a report defining the scope of the Portal. The next stage is to develop the actual Portal and finally to maintain and develop the Portal. The consultant states he will complete the Portal by June 2009. So far, US$23,000 of UNDP money has been spent, which includes scoping the Portal, configuring the e-government server, testing the solar panels to determine if they can provide enough energy for the server and connecting the SamoaTel fiber for broadband. A draft MOU instructs the Development Gateway to work on the Gateway portal for Samoa in concert with the building of the government's portal. The MOU was never signed. The Project Manager intends to persevere to have the three parties sign – Government of Samoa, Development Gateway & UNDP.

3.3.4. The MDG Scoreboard and LED sign

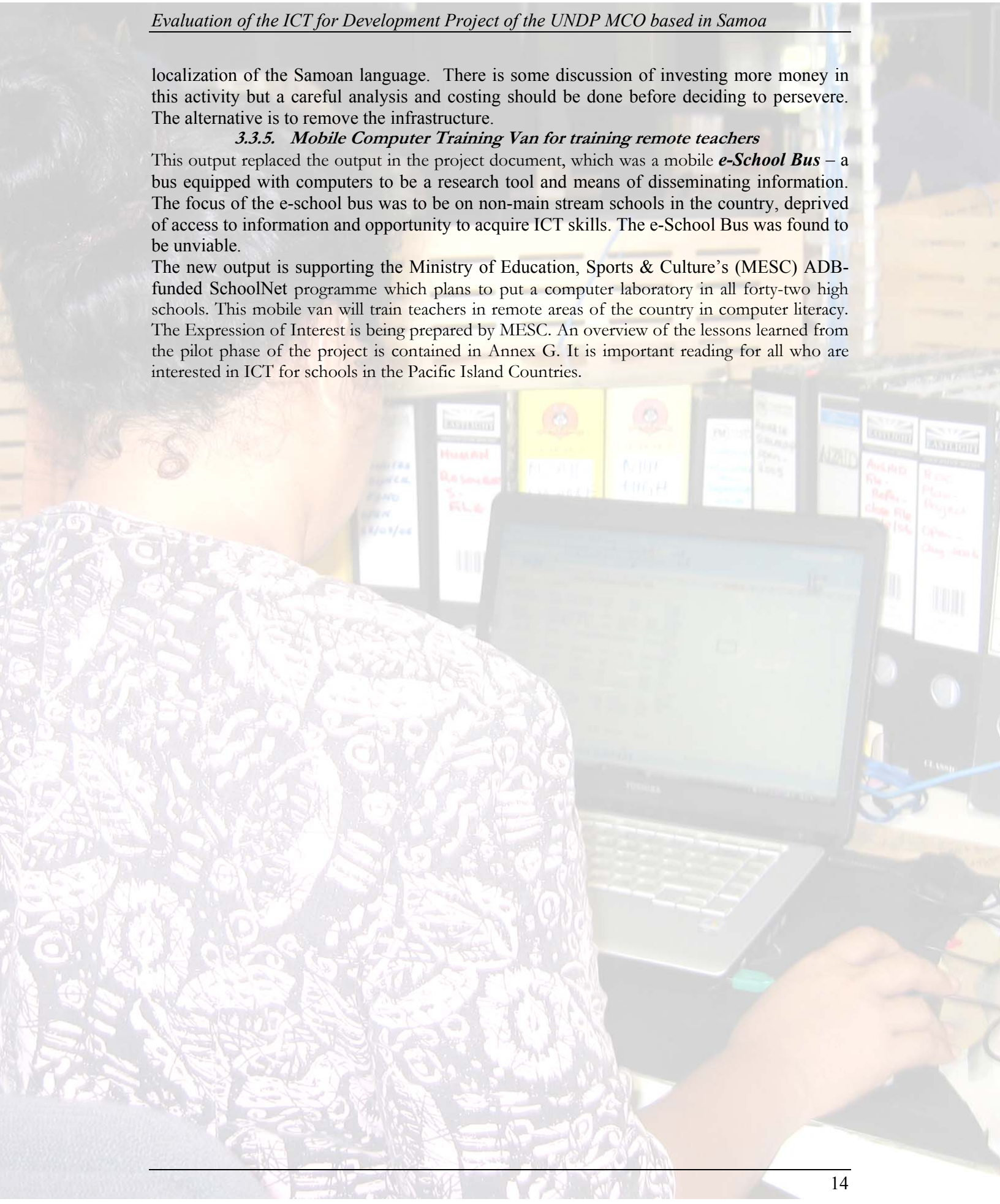
This output was not in the original project document. The 2007 South Pacific Games held in Apia was the trigger for this output proposed by UNDP and reluctantly supported by the Government. The Scoreboard and LED sign are still in evidence in front of Government House but the scoreboard is empty and the LED sign is unreadable in full daylight. This activity was hastily conceived, has no ownership inside the government, is largely dormant, has had no discernible impact and at $50,000 was an inordinate proportion of the project budget for an event that took money from the project activities of strengthening MCIT and

localization of the Samoan language. There is some discussion of investing more money in this activity but a careful analysis and costing should be done before deciding to persevere. The alternative is to remove the infrastructure.

3.3.5. Mobile Computer Training Van for training remote teachers

This output replaced the output in the project document, which was a mobile ***e-School Bus*** – a bus equipped with computers to be a research tool and means of disseminating information. The focus of the e-school bus was to be on non-main stream schools in the country, deprived of access to information and opportunity to acquire ICT skills. The e-School Bus was found to be unviable.

The new output is supporting the Ministry of Education, Sports & Culture's (MESC) ADB-funded SchoolNet programme which plans to put a computer laboratory in all forty-two high schools. This mobile van will train teachers in remote areas of the country in computer literacy. The Expression of Interest is being prepared by MESC. An overview of the lessons learned from the pilot phase of the project is contained in Annex G. It is important reading for all who are interested in ICT for schools in the Pacific Island Countries.



4. Key Findings

General findings in this project are summarized below:

- ICT is still relatively new in the islands and it faces formidable challenges - ICT4D is both a great challenge and an opportunity;
- The vulnerability of the Internet hardware in these small island states due to cyclones, power surges and power outages that can damage a server;
- The limitation of human resources both for developing and servicing the ICT systems on the supply side and for using this technology by public servants and the general public on the other hand;
- The cost of developing, operating and maintaining these systems on limited government budgets;
- The sluggishness of the Internet both in connectivity and in data transfer that frustrates users and consumes inordinate amounts of time;
- The technology has jumped out ahead of the people's ability to use it. What is needed now is a focus on building computer literacy;
- It is premature to talk of the outcome of these projects, i.e. poverty reduction. The internet is still the domain of the educated and privileged in these societies;
- The delays in UNDP quarterly advances has impeded project implementation in all three projects;
- Project Managers' accountability in the three projects was lacking. Without accountability projects tend to drift off target and fall behind schedule and this is what happened with all three projects.

4.1. Cook Islands Findings

The following are the findings for this project:

4.1.1. Website Assistance to 19 Ministries & Agencies

Cook Islands proves that in spite of enormous challenges it is possible to make impressive progress in e-government. The fact that almost all ministries and agencies have functioning websites and usage is proof of this success. This project developed or contributed to the development of 11 of the 15 ministries with websites and 8 of the 16 websites with government agencies and State Owned Enterprises along with training of relevant staff. This is a remarkable achievement for a project that has only been operating for twelve months. That being said, the remaining challenge is to make these sites more client – focused with an increased emphasis on information transfer particularly to outlying areas and Diaspora.

4.1.2. Pilots in two outlying islands not completed

The project mounted an e-island pilot in Manihiki by the end of 2008 but was unable to implement the second e-island pilot as indicated in the project plan. The explanation is an unrealistic project design and schedule, problems of high management and staff turnover and lack of support for the project in the OPM.

4.1.3. Internet Potential on Aitutaki

On the outlying island of Aitutaki visited on this mission the Internet is alive and well with an Internet cafe, a high school with computer labs for both teachers and students where students are graded on their computer skills, a hospital using the Telehealth system and the Island Administration equipped with and using the computer for communication and report writing.

4.1.4. Little public awareness of E-government

As one would expect, there is little public awareness of e-government in the general public and among the Cook Island Diaspora at this early stage of e-government development. The

consultant asked people in the street and could find no one who knew about the government websites.

4.1.5. TCI Internet not up to other Islands

The current level of Internet speed provided by Cook Island Telecom is behind the two other two islands reviewed in this evaluation. Connections and transfer of data are slow to crippling depending on the volume of data being transferred. Even in the TCI Internet Office open to the public in Rarotonga tested by the consultant, the speed of connection and opening up email is painfully slow. In a visit to Aitutaki, Internet service in the government office, in the hospital and in an Internet café was found to be very slow. The current situation is holding back the national economy, education, medical service and the general development of e-government.

4.1.6. Project Outcome of Poverty Reduction Premature

It is premature to speak of the project outcome, 'e-government to reduce poverty'. E-government is too new, the general population too unfamiliar with computer and access to computers too restricted. What will be important in future is to put the Millennium Development Goals (MDG) information on a central website and to publicize these statistics in order to create greater national awareness and motivation to reach these goals.

4.1.7. Unclear Accountability of Project Manager

The project document states that, 'The Project Manager will be a suitably experienced public servant currently working in the Office of the Prime Minister (OPM).' The agreement was that the Government would pay the salary for this post. In fact, the current Project Manager is not a civil servant and is contracted and paid by UNDP. This anomaly has been the source of much difficulty in this project and should be rectified if the project proceeds to another phase.

4.2. Niue Findings

The findings are described below. They range from technology having moved out ahead of the people, to project finance and personnel issues to matters in the content of the project.

4.2.1. ICT has moved out ahead of the people of Niue

In many ways ICT is already well beyond the capacity of the people to us the technology. Now it is a game of catch-up for the people to grow their ICT skill sets to take more advantage of the technology. Skill levels vary depending on the group. Public servants are the most adept in the society but they require additional skill sets such as, for example, how to identify, format and input data onto their department's intranet. Primary school students need help to 'graduate' from the OLPC to a regular computer. School drop-outs are probably the most disadvantaged and will lose out forever unless they can be introduced to the computer. Teachers in many ways have fallen behind their students in computer literacy and therefore need special attention. Finally, village people require basic training in computer literacy if they are to take advantage of the internet.

4.2.2. Project Implementation Slow in the Beginning

The project document was signed in June 2005 but the first quarterly report appears in February 2007 so effectively the project took a year and a half to get going. In large part this was due to the 2004 Cyclone Heta which diverted Government's attention to repair and recovery. But once the project got going the pace picked up and with the extension granted by UNDP the project is now completed.

4.2.3. Project Management was Flexible and Creative

Project management showed flexibility and creativity in two respects. First, it shifted its training strategy to on-line training when there was no full-time trainer at the training center. On-line training has proven to be very attractive and effective. Second, it shifted its strategy for the government intranet to DSL from WiFI when it found that the WiFi did not provide the required security for government information.

4.2.4. Financial Management Problems

Numerous financial problems have plagued the project from a NZ contractor demanding reimbursement from UNDP, to early spending on the project that did not apparently have approval, to questions of over-expenditure in 2007 and consequent lack of funds and waiting for financial advances in 2008. The original Australian Project Manager in his February 21, 2007 report states: 'The project Manager has made repeated attempts to collect from UNDP Samoa a current view of the financial situation of the project for ongoing budget planning. In order for the Project Manager to properly plan project spending to ensure it remains on track and within budget, this information is paramount…It is the opinion of the Project Manager that the current support from UNDP for the ICT4D Project is somewhat lacking…ongoing slowness of response in requests for funds advances, adequate financial reports, documentation procedural assistance, high level guidance, report feedback and comments, in-country visitations as well as providing long term assistance and "future proofing" of project outcomes.'

A current example of the financial limbo of the project is awaiting arrival of the high capacity server in the Information Services Office costing NZ$15,000. The government understood that the project didn't have money to pay for this so they are looking elsewhere from the government budget.

4.2.5. Project Personnel Problems

An Australian working under an AUSAID contract to assist with IT development in the government was appointed as Project Manager of the UNDP project. While this may have been a good idea in principle for it covered off two posts with one person, it did not work out in practice. The incumbent had no contractual relation with UNDP and therefore viewed his work as UNDP Project manager as doing a favour to UNDP. His sudden departure during his contract with no handover notes and no orientation for his successor was a serious blow to the project.

Government took the decision not to contract another international project manager but to appoint a public servant working with the Australian. Mr. Scan Mitiepo, the Acting Information Services Office manager, was put in charge of the UNDP project on an Acting basis and later confirmed in the position. Mr. Mitiepo has performed in an exceptional manner to develop, operate and maintain the IT systems of his government in spite of not having had all the required training or experience. While Mr. Mitiepo was able to learn from the Australian Project Manager and the two UNVs who worked on the project, he did not benefit as much as he could have if the internationals saw it as a formal part of their job to involve him in their work and to bring him along at each step.

The UN Volunteer on the project was unsatisfactory according to the international Project Manager because he did not fill the Terms of Reference and left no documentation for the little work accomplished and the project team had to pick up the work of the UNV after his departure. His contract was not renewed.

4.2.6. Overseas Niueans not being serviced on the Internet

The next stage for ICT in Niue is for the system to reach out to the Niue Diaspora so they can access services over the Internet. New Zealand alone has almost 30,000 Niueans and some 5,000 are in Australia. More are in Tonga, Samoa and Fiji and they need to have basic services and information provided. .

4.2.7. No Small Island Voices (SIV) imprint on the project

No evidence of the project component to link one school up with the UNESCO SIV programme could be found.

4.3. Samoa Findings

The project has experienced many difficulties that have impeded project implementation and impact. Some of the difficulty was beyond the project's control but other challenges could have been met by project management. The problems are described below.

4.3.1. Many Changes in Project Outputs and Budgets

Major revisions to the project took place at two Steering Committee meetings on January 23, 2007 and May 29, 2007 as follows:

- Removed the e-schoolbus (US$57,000) and replaced it with a SchoolNet van for training teachers in computer literacy in remote areas;
- Integrated the Free and Open systems Software (FOSS) and Localization of the Samoa Language (LOSL) activities into the E-Government main component of the project;
- Transfer US$33,963 from the FOSS and LOSL activities to the MDG Targets sign and LED screen display in front of Government House to show Samoan MDG status;
- The project budget revisions June 18, 2007 and October 3, 2007 were:
    - E-Government portal US$ 163,962 then $66,665
    - E-School Net $26,859 stayed same
    - Strengthening MCIT $42,094 then $32,364
    - MDG signs $50,000 stayed same
    - M&E $11,111 stayed same
    - Total $294,027 then $187,000
- The effect of all this re-structuring and budget adjustment was that the project budget was reduced by $107,000 while making room for the $50,000 MDG signs. The E-government portal lost almost $100,000 in budget while the MCIT strengthening lost $10,000. Major surgery like this on a brief international development project is bound to have a serious negative impact on implementation, results and sustainability

4.3.2. Management issues

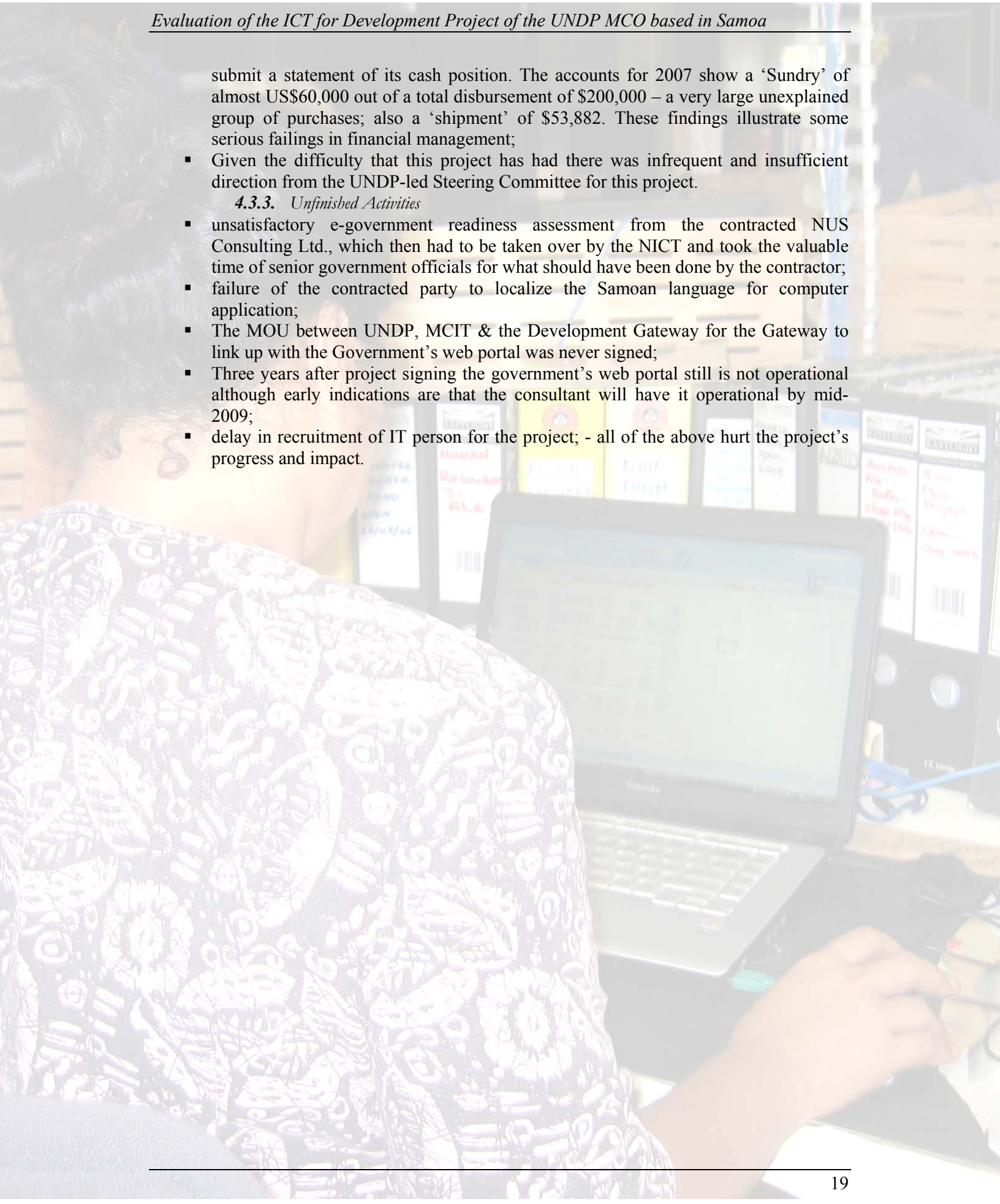
- There was a slippage of almost a year before the project began activity and disbursement. In 2006 the project's first year it only disbursed 3% of the project budget or around US$5,000;
- UNDP held off on 2008 quarterly advances to the project until September 29th because, according to UNDP, the project did not present adequate workplans but the Project Manager did not receive feedback from UNDP on these workplans. The Project Manager was also told that the UNDP Country Programme was not approved and that therefore no funds could be released. Currently the Project Manager has not received the 2008 4th Quarter advance as of December 3rd –over two months after it is due.
- The project manager is an experienced ICT person and motivated to help Samoa make ICT progress. She is involved in much e-government effort outside the official project both for the government and in international bodies. The Project Manager is also: Secretary to National ITC Committee; Member of E-Government working group; Chair of Small Islands Group for ITU; developing proposal for the one laptop per child project; developing a training center for telecenter staff; developing proposal with ADB for provision of mobile computer van; and working on a proposal (since approved) for broadband in a Telecenter in Savaii and Upola access. With these heavy responsibilities it is easy to understand why she has not been able to devote as much attention to the UNDP project as she might have liked. There was discussion of appointing a project manager exclusively for this ICT4D project early in the project but this did not happen.
- A 2007 financial audit of the project by the Government Auditor found that a US$92,000 contract was awarded without competitive bid and that the project did not

submit a statement of its cash position. The accounts for 2007 show a 'Sundry' of almost US$60,000 out of a total disbursement of $200,000 – a very large unexplained group of purchases; also a 'shipment' of $53,882. These findings illustrate some serious failings in financial management;

- Given the difficulty that this project has had there was infrequent and insufficient direction from the UNDP-led Steering Committee for this project.

4.3.3. *Unfinished Activities*

- unsatisfactory e-government readiness assessment from the contracted NUS Consulting Ltd., which then had to be taken over by the NICT and took the valuable time of senior government officials for what should have been done by the contractor;
- failure of the contracted party to localize the Samoan language for computer application;
- The MOU between UNDP, MCIT & the Development Gateway for the Gateway to link up with the Government's web portal was never signed;
- Three years after project signing the government's web portal still is not operational although early indications are that the consultant will have it operational by mid-2009;
- delay in recruitment of IT person for the project; - all of the above hurt the project's progress and impact.



5. Best Practices and Lessons Learned Normal Text Style

5.1. Cook Islands Best Practices and Lessons Learned

The best practices in this project include:

- the initiative taken by the Project Manager to raise money and organize the PACINET conference hosted by the Cook Islands. The conference raised awareness about e-government in the Cook Islands
- the initiative taken by the Project Manager to log all emails to government and forwarding them to the appropriate authority for an answer;
- the survey to determine the anti-virus situation in all government departments and to purchase software to protect the entire government.

The lessons learned were:

- When Internet speed is slow it hampers the use and viability of the computer and ultimately impedes the development of e-government;
- UNDP slow in supplying financial advances impeded project implementation;
- Unclear role/responsibility/accountability and reporting of the Project Manager has impeded project implementation.

5.2. Niue Best Practices and Lessons Learned

Niue Best Practices are:

- Flexible and creative project management as illustrated by:
  - Placing a national in the post of Project Manager after the International Project Manager suddenly left before his contract completion rather than contracting another international project manager
  - Finding and exploiting the Wintec on-line training for computer literacy
  - Changing from Wi-Fi to DSL to ensure the government internet security
  - Building a client-focused Tourism Portal

Niue Lessons Learned are:

- Financial advance and accounting problems harmed project implementation
- The international project manager must be contractually accountable either to UNDP or to the government. In this project he was accountable to neither because he took on the post of Project Manager in addition to his AUSAID contract as a favour to the parties concerned but contractually he had no obligation to perform
- UNDP did not exercise its management oversite or it would have known that the SIV component of the project was not implemented and would have taken action

5.3. Samoa Best Practices and Lessons Learned

Samoa best practices are:

- One-on-one learning in MCIT for staff in Samoan language by a local trainer
- Use of FOSS to design government portal
- Teaming up with the ADB project in the Ministry of Education to provide a Mobile Computer van for training remote teachers
- Teaming up with the ITU project to provide computer literacy training to the administrators of the Telecenters

Samoa lessons learned are:

- When a project manager's roles and responsibilities beyond the UNDP project are too demanding then project implementation suffers
- Sudden change like the MDG Scoreboard without analysis means high risk of failure
- When too many project outputs are changed during implementation a project can lose its way and sustainability is compromised

6. Recommendations

There are some global conclusions and recommendations as follows:

- Governments would be advised to ensure there are budgets for the development, maintenance and operation of their ICT systems;
- Governments would be advised to update/develop their national ICT policy/strategy and to ensure there is sufficient attention and funding provided for capacity building so there are people who know how to operate, develop and maintain the Internet infrastructure and that people know how to use and benefit from this new technology
- The national ICT policy development should also begin to set the basis for a legal framework relating to data confidentiality;
- All government portals should be client-focused, emphasising services available and efficient means for remote access of these services.

6.1. Cook Islands Recommendations

The UNDP project has made an excellent start in assisting the Government of the Cook Islands in its shift to e-government. But there is more work to be done if these gains are to be consolidated and taken to the next stage. The following recommendations are made to the Cook Islands Government:

6.1.1. *Promotional campaign for e-government*

There is still little awareness in the general public about recent e-government developments. A formal promotional campaign of the websites both domestically and overseas should be executed to be launched with the opening of the Cook Islands Portal, which should be the occasion of an open-house whereby officials would demonstrate to the public how to access the portal and how to search for specific ministries or information or how to pose a question to a given ministry. Other features of the promotional campaign should include a public kiosk with computer for individual citizens to enter the portal and search for government information or assistance. Access to the government portal should be available in every school computer as well so that students can access their government on-line

6.1.2. *Capacity Development for e-government*

There is still a great need for further building of e-government capacity both inside government and among the general public. A training needs assessment should be carried out targeted at web-site operators and IT systems staff inside the government and those conversant with the computer in the general public. Based on this training needs assessment, a training program should be formulated and executed.

6.1.3. *Consultant Support*

In addition to training there is a need for consultancy web-site and IT systems services to government ministries and agencies. The project has two excellent staff to form the core of this service but it should be augmented by standing offer contracts to a few Cook Island consultants or offshore consultants if necessary to provide the volume and scope of consultancy services required. Consultants should be required to work with the technical staff of the ICT Division to provide them with on-the-job training.

6.1.4. *Outlying Island Pilots*

Work has begun on two pilot e-government outlying islands under the final stage of the current project. But this work has only begun and will need to be continued in the next phase of the project. It is suggested there be three pilot outlying islands to be selected on the basis of

- ensuring that both northern and southern islands are included;
- the necessary ICT infrastructure is in place on the island;
- the island is motivated and at a stage where it can take advantage of this project.

The pilots should focus on the Office of the Island Secretary and his staff, the local school and its computer labs and courses, the local hospital and its Telehealth system and the private tourism sector.

6.1.5. *E-government and the MDGs*

The UNDP Country Program Assistance Plan (CPAP) for the future envisages more effort in promoting achievement of the MDGs through ICT. Specifically the CPAP says, *'(h) best practices and lessons learned documented and disseminated through Information Communication Technology for Development (ICT4D); (i) MDGs advocated through an "MDGs through Sports, Volunteerism and ICT4D" campaign in partnership with development partners, United Nations Volunteers (UNV) and other volunteer organizations.'* The recommendations to UNDP in this report cover off this proposed initiative.

This work would involve a coordinated effort among the relevant UN agency and the relevant government ministry, e.g. Ministry of Education and UNICEF for primary school statistics. But the logical place for e-government MDG information is the future portal for the Cook Islands. Once this information is available, schools can use it for many of their courses to educate the next generation about the importance of reaching these goals for the Cook Islands.

6.1.6. *Improve Internet connectivity and data transfer*

The current level of Internet service from TCI is slow compared to the other islands evaluated and is holding back the Cook Islands economy, education and tourism. It would seem that government should either instruct TCI to bring its Internet service up to that of Samoa and Niue or government should open up the Internet field to competition while leaving TCI with its phone system monopoly. The experience of other countries in this regard, e.g. Samoa, will be valuable to the government in deciding on a course of action.

6.1.7. *Clarify Position of the Project Manager*

The position of Project Manager should either be filled by a civil servant if a qualified civil servant can be identified and the post should then be paid by the government or the position should be described as a contracted position and someone from outside should be contracted. The current situation where the post is supposed to be filled by a civil servant according to the project document but is in fact filled by a contracted person paid by the UNDP makes for tension and discord in the PMO.

6.2. Niue Recommendations

Recommendations to the Government of Niue fall into those for the further developing e-government, for capacity building and development of an ICT policy.

6.2.1. ICT Technical Capacity Development

The Information Services Office (ISO) where the UNDP project is located has an IT Manager and three new staff just graduated from high school under training. More training is urgently required in server maintenance and repair, network administration, data communications and network security. One of the servers was down two-and-a-half months before it was repaired because there was not the technical ability to repair it. Training could take the form of an attachment to a system that is operating well and where maintenance and repairs are routine. The logical place for an attachment is the New Zealand consulting firm SAFI because it knows the Niue ICT situation intimately and can be more effective than other organizations without this familiarity.

6.2.2. Computer Literacy Training

A major advance in computer literacy has taken place under the project with the on-line Wintec computer training being provided www.wintecactive.co.nz out of New Zealand. The next steps should include a campaign to raise awareness about this programme and to register more public servants, students (they must be 16 years old to register for the program) and the general public to take advantage of this effective training. Training management should make more celebration of those who pass the training and to have a graduation ceremony with graduation certificates so that the programme gains more prominence and momentum. A roster of graduates who can serve as tutors should be created to assist new registrants to the on-line programme or indeed, anyone who wants to know more about operating the computer.

6.2.3. E-Government

Much progress has been made to date but there is more work to be done. Only four government agencies have a website so there is a need to develop websites for all other government departments and agencies. As well, there is a need for departments to load up information onto the Intranet for access by other departments and agencies.

6.2.4. UNESCO Small Islands Voices (SIV) Programme

The SIV is a programme that links up the world's small island states in a forum and dialogue. Small Island States no matter where they are located share many similar experiences and challenges. The UNDP project was supposed to link up one primary school to the SIV so that the children could participate in this interesting forum but it did not happen. Now that the One Laptop per Child (OLPC) programme is operational in Niue, it would be marvellous if the SIV were installed for teachers and students to participate and take advantage of the rich learning experience from other small island states.

6.2.5. ICT Policy for Government

It is understood there was a draft ICT policy prepared some years ago. The stimulus for this policy was apparently the controversy over the .nu domain. It is important for the country's development to have a comprehensive ICT policy in place and it should be knitted into Niue's national development plan. The logical body to oversee this exercise is the National ICT Committee. The 2005-2008 Samoa ICT policy and strategy is an excellent reference for Niue to examine as a checklist of what should go in the Niue document. This exercise should have access to in international advisor to help with the scope, table of contents and technical side.

6.3. Samoa Recommendations

Samoa recommendations are broken down into those for the Samoan Government, the Telecenter programme and the project management in MCIT.

6.3.1. Recommendations for the Government of Samoa

- A major computer literacy training initiative is required to enable the people of Samoa to capitalize on the significant ICT infrastructure already in place
  - Do a country-wide training needs assessment covering public servants, students, drop-outs, teachers, village men & women and technical support people to establish a baseline;

- Set an ICT goal for each target group of people and measure success of the training effort toward that goal;
- Design ICT training as an ongoing process rather than one-shot effort
- Exploit to the maximum on-line training, e.g. International Computer Driver's License (ICDL), WINTEC, etc.
- Use volunteers as trainers, e.g. Peace Corps, UNVs, students, public servants and university students visiting their village
- Ensure that all major government initiatives have an ICT training component to them
- Implement urgently:
    - 2 planned ICT training centers in Savaii and Upolu and team up with SchoolNet programme for financing, for trainers and for trainees for these two centers
    - the mobile computer van with trainers to train up remote teachers in computer literacy

- It is understood Government is working on its next ICT Strategic Plan for the period 2010-2015. It is suggested that part of this plan should involve putting the MDGs onto the government's portal under development so as to raise awareness and build commitment for MDG achievement and ensuring that an overview of the ICT Strategic Plan is stated in the Government's overall Development Plan;
- Government has an opportunity to coordinate its Telecenter and SchoolNet expansion programme to avoid wasteful duplication.
    - Telecenters and SchooNet facilities should be located so as to serve distinct population markets;
    - The decision to choose a SchoolNet or a Telecenter in a given area should be based on the relative strength and sustainability of the two options. This strength should be assessed according to:
        - The motivation of the key stakeholders, i.e. the school principal or the head of the women's committee;
        - The current and potential capacity of key stakeholders to launch, operate, develop and sustain the facility;

6.3.2. Recommendations for the Telecenter Development

- Training of the administrators of the telecenters needs to be ongoing both in terms of how to manage their telecenter, how to market it, computer literacy and how to diagnose and correct simple computer operation problems;
- A sustained promotional campaign is carried for each of the centers;
- Computer down time is cut down either by more frequent visits by the MCIT technician or by contracting persons locally who can repair the computer system;
- The focus at this time should be on strengthening the level of operation and effectiveness of the existing telecenters.

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6.3.3. Recommendation for the MDG Scoreboard

There are two options. Government should either disassemble the MDG scoreboard infrastructure in front of Government House or it should make it come alive. If the latter, then significant resources and energy must be devoted to it. To make the site come alive would require the full-time attention of a public affairs officer to lay on regular weekly events to

showcase individual MDGs, to show films relating to individual MDGs and to put on pieces of theatre by students that make the MDGs real. Part of this option would involve deliberation as to whether and where the MDG scoreboard should be moved to and whether to replace the current LED sign with a digital sign that is legible both day and night. But before a decision is made a costing of keeping it going should be done and its funding assured. Otherwise it would be best to disassemble the infrastructure in front of Government House because it is putting both government and the UN in a bad light.

6.3.4. Recommendations for Project Management in the MCIT

The current project manager of the ICT4D project is responsible for other projects as well as a number of important government initiatives and committees. The great advantage of this situation is that she has been able to link up projects and gain synergy among these different activities. The disadvantage is that she is overburdened and this is the explanation in part for many of the incomplete ICT4D activities. She is comfortable with the idea of delegation and indeed has delegated responsibilities to her team members. But there is room for much more delegation. It would be useful to explore delegation of the following:

- Project budgets, expenditures and reporting to be delegated to the Manager of Corporate Services;
- Executive Assistant to the CEO to set up same correspondence and email tracking system used by the Ministry for all MCIT projects and to train the Project Coordinator for the ICT4D project to operate the system;
- Australian Volunteer to assist remaining ministries without websites in developing their request for proposals and to oversee execution of these contracts by the private sector;
- Project Coordinator to be made coordinator for all MCIT projects and to take over responsibility for the Telecenters and to make regular trips to visit these centers and resolve problems.

6.4. Recommendations for UNDP

UNDP MCO in Samoa is building a new programme on the following four flagship thrusts: South-South Capacity building, MDGs through Sports & Volunteers & ICT4D, Community-based sustainable development programme and the Inter-Agency Climate Center. ICT4D should play a prominent cross-cutting role in making these thrusts successful. What follows are suggestions for how and where ICT4D can be used in the new programme.

6.4.1. ICT4D in the new UNDP Flagship Programme

- Establish a UNDP website for the four programmes and train UNDP officers how to input to the website for its development and currency;
- Ensure that all stakeholders are involved in the website design and development and are encouraged to provide feedback for its further development – this will ensure the websites are focused on government and community needs rather than being internally driven

6.4.1.1. South-South Capacity building website ideas:

- On-line courses to be developed and available on the website for building management capacities, e.g. PRINCE, RBM, ICDL, WINTEC, etc.
- MDPD advocacy messages promoted on the website
- Lessons learned available on the website and searchable by key words
- Profile of all consultants/trainers in the South-South programme available for students to contact with questions or to seek assistance
- Link to the SIV programme for participants to learn and share small island experience from around the world
- The three counties reviewed on this mission, i.e. Cook Islands, Niue and Samoa each have unique features to their ICT4D status. It would be valuable to

share this experience not only with each other but with other countries in the South Pacific. For example, Niue has a lot of experience with the OLPC and can showcase this experience. Samoa has a lot of experience in creating a competitive environment for telecom and this has lowered costs and improved Internet service. Cook Islands has an effective approach for assisting ministries in creating their websites. This is valuable experience that should be put onto the website so that it is available to all.

6.4.1.2. MDGs through sports & volunteers & ICT4D website ideas:

- Basic information on the MDGs, what are they? What is the MDG status in each country? And on which MDGs is effort most needed and what kind of effort will be successful?
- Instructions for how a community or group of individuals such as a sports club can raise MDG awareness and push toward MDG achievement in their community?
- Help each country put the MDG status of the country on its government portal and into the schools so that teachers and students could do exercises on the MDGs to build understanding and commitment.

6.4.1.3. Community-based sustainable development website ideas:

- Communities where the programme works should have a computer connected to the internet functioning at speeds sufficient for transferring data;
- Information required by the community should be made available on-line, e.g. agricultural information on planting, cropping, seeds, marketing information, tourism information, environmental information, health information, etc.
- Access to best practices in animal husbandry and agriculture
- Instructions on how to carry out simple community development work such as surveys and assessments;
- Baseline data picture for all communities in the programme
- Instructions on what to do to help a community recover from a cyclone

6.4.1.4.Climate Change Center website ideas:

- There are many climate change information sources that could be made available on-line for governments and citizens in the region
- An important feature of this website will be a warning system for cyclone threats.

In addition to the recommendations for UNDP above, the following recommendations come out of this evaluation:

6.4.2. *Write more relevant intended outcomes to UNDP projects*

The intended outcomes for these projects had little or nothing to do with the reality on the ground in Cook Islands, Niue or Samoa. Drafters of project documents should make a careful situation assessment before crafting the intended outcomes. The outcomes should be realizable within the small budgets and short time frames of UNDP projects.

6.4.3. *Review of financial administration of UNDP MCO in Samoa*

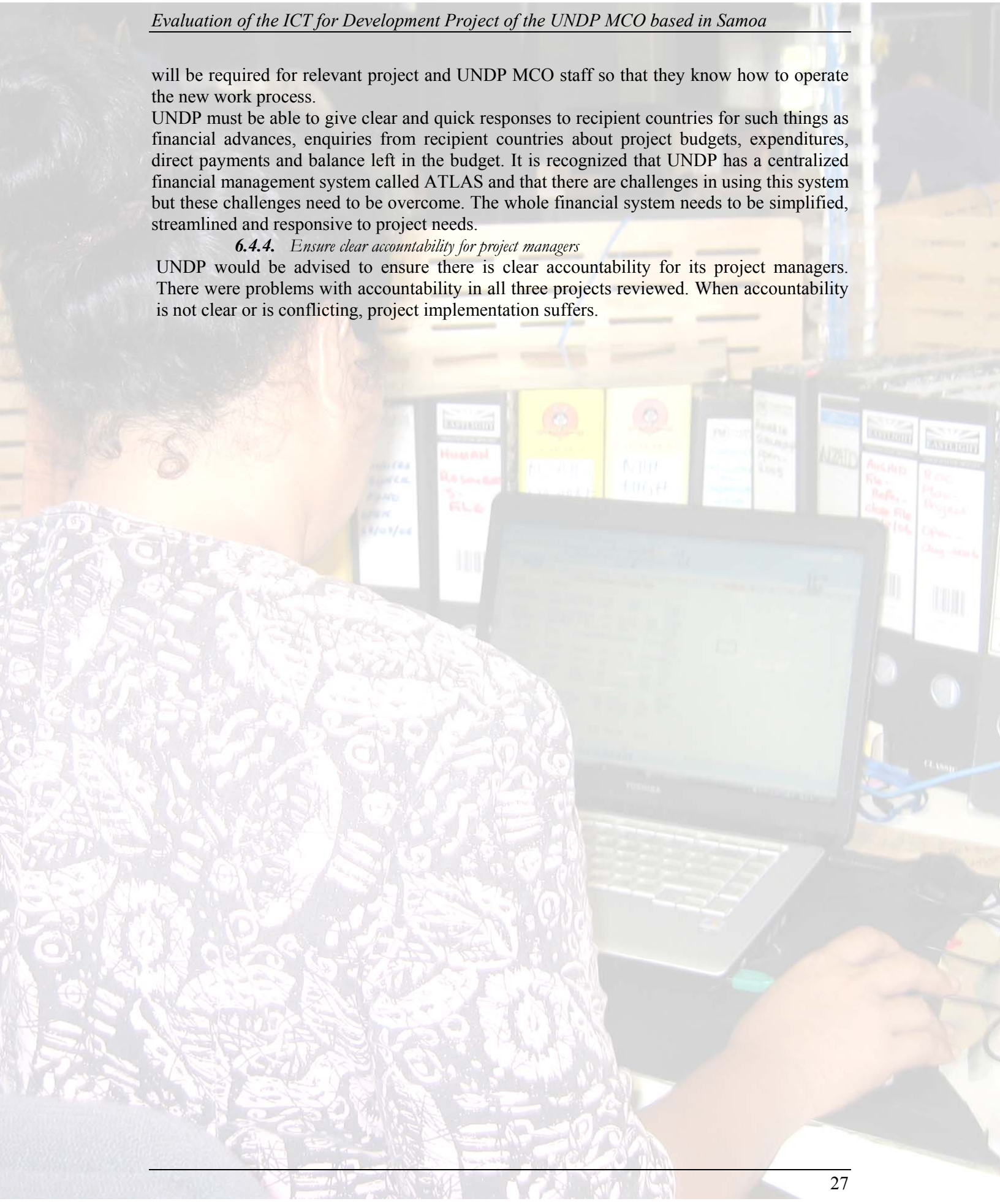
All three projects reviewed in this evaluation have had problems with delays in securing their financial advances. These delays slow down project implementation and lower disbursement rates. This indicates a problem inside the UNDP MCO. Delays are sometimes related to work plans from projects being late or incomplete and this must be part of the analysis. A work process study is in order to determine what the existing system is for issuing quarterly advances and for making direct payments and to determine where the problems/delays are. Once identified then the work process can be altered to eliminate the delays. Finally, training

will be required for relevant project and UNDP MCO staff so that they know how to operate the new work process.

UNDP must be able to give clear and quick responses to recipient countries for such things as financial advances, enquiries from recipient countries about project budgets, expenditures, direct payments and balance left in the budget. It is recognized that UNDP has a centralized financial management system called ATLAS and that there are challenges in using this system but these challenges need to be overcome. The whole financial system needs to be simplified, streamlined and responsive to project needs.

6.4.4. *Ensure clear accountability for project managers*

UNDP would be advised to ensure there is clear accountability for its project managers. There were problems with accountability in all three projects reviewed. When accountability is not clear or is conflicting, project implementation suffers.



ANNEX A. Terms of Reference for this Outcome Evaluation

Introduction

The development of Information and Communications Technology (ICTs) for geographically isolated countries of the Pacific region, such as the Cook Islands, Niue and Samoa is paramount in their governments' plans to minimize distances between these countries' nationals living overseas and their homeland, as well as increase their populations' access to vital information on national issues and development plans.

Under the UNDP Multi-Country Programme Outlines, 2003-2007, it was the vision of the governments of these island nations to build up the confidence of their nationals in their country and in their government and that a dedicated surge of effort and resources in the above two areas will have synergistic effect on the single most important factor affecting these countries' prospects for sustainable development and its viability as nations, and particularly in the case of Niue – that of population retention. Therefore, these governments, in close collaboration with UNDP planned to realize their vision through the strategic use of modern ICT for development (ICT4D) in strategic areas in support of their national ICT policies.

For the Cook Islands, the national ICT 'vision' was *"the gradual incorporation of ICT measures into the basic infrastructure of the Cook Islands government through the creation of an e-government system, as well as ICT development by the private sector and encouragement of ICT systems that are sustainable."* The UNDP assistance focused on creating the enabling institutional environment to support the maximum utilization of ICTs for increased public sector efficiency and reduction of barriers to accessing beneficial information on the Internet for and by the citizens, thus creating productivity, transparency and accountability in all spheres of economic and social endeavour.

In Niue, UNDP assistance was focused on e-Government initiatives that would increase and improve public sector services to the population through better and more effective internal communications systems being put in place; assistance through e-Tourism being integrated into e-government systems that would increase the contribution of tourism to the economic grid; as well as computer literacy and capacity building initiatives that would ensure that Niueans at the community level had an alternative avenue for improving their working knowledge and practical skills in the use of the Internet and emailing to further their connectivity to the world around them and in particular, increase their participation in current events affecting their own country.

In the case of Samoa, UNDP supported the strategic use of modern ICT in the following strategic areas: Transparency, Equity and Access to Information with overarching focus in the strengthening of the capacity of the Samoa Ministry of Communications and Information Technology.

Accordingly, to examine UNDP's contribution to the achievement of the expected outcome of its nationally executed interventions, the Evaluation Plan 2003-2007 lists an outcome evaluation for the governance programme scheduled to be conducted on outcome "Reduce

poverty and vulnerability through improved access to and quality of basic services" during the third quarter of 2008.

Description of the country context

COOK ISLANDS

In the Cook Islands ICT where it exists, is reportedly very expensive to operate and maintain and therefore unaffordable. Yet, for the isolated medical centers, schools and businesses on the islands, ready communication was and still is the key to effective decision-making and consultation at all levels. Therefore, in order to ensure the continuation and sustainability of the devolution process, the main priority for the Cook Islands was to develop ICT for 11 outer islands in order to reduce their isolation from the central government and from each other, and increase accessibility to much-needed information on a range of governance and basic social services.

In June 2003, a UNDP e-Pacifika sub-regional project under the funding of the Japanese government and implemented by UNDP and UNOPS held a national ICT consultation workshop which established issues and common goals for the long-term ICT strategy in the Cook Islands. This was followed by the production of a National ICT Policy Statement by the National Policy Coordination Unit of the Office of the Prime Minister and in conjunction with the National ICT Committee which was duly adopted by Cabinet in February 2004.

In line with UNDP's Multi-Country Programme Outline for the Cook Islands (2003-2007), the objective was economic and social policies and strategies focused on the reduction of poverty covering the strategic area of support for access to, and utilization of, information and communication technologies (ICT). The UNDP e-Government Project was developed to contribute to achieving the Cook Islands National ICT Policy and its 5 main goals by increasing the efficiency, transparency and cost-effectiveness of public services.

The underlying rationale was to achieve communications links between and within ministries which are operationalized within the overall framework of the e-government system in order to ensure mutual support and complementary in-services and maximize usage through improved information sharing, accessibility and training. Additionally, it was intended to address the need for trained and qualified network systems administrators to ensure qualified maintenance support for existing and planned government e-systems as part of the e-Government project.

NIUE

In 1993, the Niue Government identified ICT as an important tool for Niue's future social and economic development to coordinate and spearhead Niue's IT development strategies. The Niue Information Technology Committee (NITC) has since been established, appointed by Cabinet, to ensure onshore and offshore participation in the draft National ICT Policy Papers prior to Cabinet approval and implementation. One of the key objectives of the national ICT policy plan was the establishment of the ICT hub of the Pacific in Niue, driving for a near 100% computer literate population by training Niue's young and elderly population in IT, basic computer programmes, and use of computers.

At the time, the UNDP had several ICT initiatives in the region including the Asia Pacific Development Information Programme (APDIP), that had provided technical advisory services

to Niue as well as assisted Niue by providing a temporary host for its government website whilst some internal problems were being resolved.

As well, the former UNDP Regional e-Pacifika project provided a good starting point for developing a national ICT strategy with task groups in 3 focus areas: Policy Development, Awareness and, Training and Education. It was envisioned that the task groups would be continued to be supported through the Niue Information Technology Committee in order to complete a National ICT Strategy document as a guideline for all other activities.

The UNDP Country Office had also acquired the services of an UNV-sponsored United Nations Information Technology Service (UNITes), ICT Specialist to provide further technical support to the countries in the sub region, including Niue. On the ground were two UNVs providing technical support in the /Administration Department information Service Office; and another ICT teacher at the Niue High School.

The Government of Niue's e-readiness is limited to development applications and databases and beyond email, networking between and within departments and line ministries is extremely limited. The UNDP development intervention was envisioned to address the need to develop a streamlined and efficient public sector in Niue through the adoption of appropriate information technologies and training and retraining of workforce to benefit from the opportunities presented by the information economy as outlined in the strategic priorities in the draft Niue National ICT Policy Paper.

Specifically, the UNDP development intervention sought to combine two priorities of the Government of Niue namely, good governance and promotion of ICT, in fostering "e-government", the application of information communication technology (ICT) within and by the public sector to provide government, and arm the citizen and business with a set of tools to transform interactions, the delivery of services, ensuring that public administration reform and good governance goals were met.

A recent study (2002) on what factors determine a "living community" in Niue highlighted some possible areas where attention was needed to reverse the depopulation trend and government priority area of focus included review of land entitlement laws, and secondly environmentally protection. The utilization of ICT in both these endeavours was underscored as an important stepping-stone, as was the continuous participation of the private and non-formal sectors in Niue's development needs.

The UNDP project intervention was also aimed at ensuring a living community by retaining its dwindling population through the strategic application of modern day ICT by drawing upon its wide range of special ICT resources and enhancing the synergies between existing ICT initiatives, to focus on 2 major components: e-Government and computer literacy and capacity building for the general public.

SAMOA

The overall goal of UN assistance in Samoa throughout the period covered by the UNDAF (2003-2007) was to support the Government's own development vision, with a focus on reducing poverty and vulnerability through improvements in basic services, increasing community participation in decision-making, increasing income-generating opportunities, maximizing opportunities of globalization and promoting natural resource management and environmental sustainability. The three objectives designed to meet this goal were: (1)

Reduce poverty and vulnerability through improved access to and quality of basic services, (2) Enhance community participation, increase income generation opportunities and strengthen benefits from international integration and cooperation, (3) Improve natural resource management and promote environmental sustainability

The strategy for UNDP support during the 2003-2007 programme period was based on fostering a close partnership between government, private sector and civil society organizations (CSO) in order to bridge the gap between government measures to address economic growth and the growing numbers of marginalized groups at community levels. The UNDP interventions concentrated on streams of input that supported the Strategy for the Development of Samoa and the UNDAF with strategic areas of focus and associated goals

The development constraints for ICT in Samoa stemmed mainly from the geographic isolation between remote inter-island communities and national governments, which lead to: limitations in access to information, lack of ICT knowledge, high costs factors such as costs of ICT equipment and services; stunted abilities to establish useful links to education, health, business and recreational hubs for information; inadequate levels of transparency for participation of citizens in national decision-making, limited local content and quality existing infrastructure, and limited rural connectivity. Many users and studies identify the high costs of internet access as a barrier to take-up or internet-based technologies which are exacerbated by the low international bandwidth, and lack of relevant local content.

The Project interventions included the formulation the ICT4D programme which aimed to address some of the barriers of introducing ICT in Samoa and provide the guidelines for substantive background of the successful utilization of ICT as a medium that promotes economic growth and social opportunities for Samoa and also address issues of access, transparency and equity.

Outcome to be evaluated

According to the 2003-2007 Evaluation Plan of the UNDP Multi-Country Office (MCO) in Samoa, an outcome evaluation of the Governance and Poverty Reduction programme in the Cook Islands, Niue and Samoa, is to be conducted in the third quarter of 2008 for the following outcome*: "Reduce poverty and vulnerabilities through improved access to basic services"*.

The UNDP MCO is looking to determine how effective its programmatic elements have been in achieving real development changes, in particular, to assess how project results and project activities have or have not contributed to a change in development conditions, and determine what results have been achieved.

Objectives and scope of the evaluation

The outcome evaluation seeks to clarify underlying factors affecting the situations, highlight unintended consequences (positive and negative), recommend actions to improve performance in future programming and partnership building and generate lessons learnt.

The main objectives of the outcome evaluation are:

- to assess whether the outcome has been achieved and if not, has there been progress made towards its achievement;

- to conduct an analysis of the underlying factors beyond UNDP's control that influence the outcome (including opportunities and threats affecting the achievement of the outcome);
- to assess the role UNDP played towards the achievement of the outcome and whether UNDP's interventions has been appropriate and effective;
- to review UNDP's partnership strategy and assess if the chosen partnership strategy was best to achieve the outcome

The scope of the evaluation covers the following projects undertaken by the UNDP MCO's Governance and Poverty Reduction programme unit during the programme period 2003-2007 in the Cook Islands, Niue and Samoa. Given the geographic spread and diversity of the three countries, it will be necessary to identify outcome at each country level.

Country	Project Title	Duration	Implementing Partner(s)	Budget (UNDP TRAC 1)
Cook Islands	e-Government initiatives in the Cook Islands	18 months	Office of the Prime Minister	US $255,000
Niue	ICT for Development in Niue	2 years	External Affairs, Office of the Premier	US $242,700
Samoa	ICT for Development in Samoa	2 years	Ministry of Finance, Ministry of Communication and Information Technology	US $362,200

Products Expected from Evaluation and Usage

The Evaluator(s) is expected to deliver a comprehensive analytical report that includes, but is not limited to, the following components (see Useful Links for UNDP Guidelines for outcome evaluators, and Evaluation Report Deliverable Description for detailed information)

- Executive summary;
- Introduction;
- Description of the evaluation methodology;
- Situation analysis with regard to outcome, outputs, resources, partnerships, management and working methods;
- Ratings on performance and progress towards outcome;
- Key findings in line with the underlying evaluation questions;
- Best practices and lessons learned;
- Conclusions and recommendations for the future (including viable project ideas);
- Appendices: Charts, terms of reference, field visits, people interviewed, documents reviewed.

The report is expected to analyze opportunities for guidance for future programming if deemed relevant. An outline strategy and guidance for future UNDP intervention in this field based on the recommendations of the

mission is to be produced, the format of which will be agreed between EFT and the evaluator(s) prior to the start of this evaluation.

- Strategies for continuing or concluding UNDP assistance towards the outcome;
  - Recommendations for future assistance in the outcome if warranted;
  - Lessons learnt concerning the best and work practices in producing outputs, linking them to outcomes and using partnerships strategically;
  - A rating on progress towards the outcome and progress towards the outputs;
  - A rating on the relevance of the outcome.

The full report will provide UNDP MCO management with options and recommendations for strategy and policy decision making and will be the basis for learning, while also helping to ensure accountability for results and reflection on future UNDP programming in the Cook Islands, Niue and Samoa.

Evaluation Questions

The key evaluation questions include:

Outcome analysis

- What is the current situation and possible trend in the near future with regard to the outcome?
- Whether sufficient progress been achieved vis-à-vis the outcome as measured by the outcome indicator?
- What are the main factors (positive and negative) that affect the achievement of the outcome?
- Whether the outcome formulation itself can be improved in terms of conceptual clarity, credibility of association with UNDP and prospects of gathering of evidence?
- Whether the outcome indicators chosen sufficient to measure the outcome?
- To what extent are synergies in programming such as partnerships among various UNDP programmes related to the outcome?
- What unintended (positive/negative) changes have resulted from UNDP contribution?

Output analysis

- Are the UNDP outputs relevant to the outcome?
- Are individual outputs effective in contributing to the outcome and the national needs as reflected in the national development strategy?
- Has sufficient progress been made in relation to the UNDP outputs?
- What are the factors (positive and negative) that affect the accomplishment of the outputs?

Output-outcome link

- Whether UNDP's outputs or other interventions can be credibly linked to the achievement of the outcome (including the key outputs, projects, and soft assistance);
- What are the key contributions that UNDP has made/is making to the outcome?
- With the current planned interventions in partnership with other actors and stakeholders, will UNDP be able to achieve the outcome within the set timeframe and inputs – or whether additional resources are required and new or changed interventions are needed?

- Whether UNDP's partnership strategy has been appropriate and effective. Has UNDP been able to bring together various partners across sectoral lines to address relevant concerns in a holistic manner?
- Assess UNDP's ability to develop national capacity in a sustainable manner. Has UNDP been able to respond to changing circumstances and requirements in capacity development around the outcome in review
- What is the prospect of the sustainability of UNDP interventions related to the outcome?

Methodological Framework

As the evaluation's focus is on the outcome, particularly on development change and the role of partners, it is envisioned that the evaluation will take both a quantitative and qualitative approach and the evaluator(s) will have latitude to design the evaluation scope where necessary, the methodology and approach

The evaluator(s) is expected to use all relevant methods to obtain data and information for their analysis and drawing up of findings, conclusions, lessons learnt and recommendations and will therefore include desk reviews, stakeholder interviews, and a synthesis of existing project evaluations and documents:

- Desk review of relevant documents such as the country plans and project documents
- Discussions with the Evaluation Focal Team
- Interviews with and participation of partners and stakeholders
- Field visits to project sites in Cook Islands, Niue, and Samoa
- Consultation and debriefing meetings

B. MANAGEMENT, STAFFING, AND SCHEDULING

Composition and skills for evaluator(s)

The evaluation mission will comprise of one or several external consultant or consulting firms, independent of the outcome design and implementation.

Team Leader / International Consultant

The consultant should have a master's degree or higher level of relevant academic training, extensive hands-on experience on evaluation and management of complex programmes in the relevant field; have a demonstrated capacity for strategic thinking, and a good knowledge of transitioning economies. S/He should be aware of results-oriented evaluation principles and methodology. The consultant should also be familiar with UNDP operations and knowledge of relevant UNDP policies. The Team Leader will have overall responsibility for undertaking the evaluation, drafting the report and coordinating the various inputs and thus be responsible for formulating the findings of the evaluation. Specifically, the Team Leader will perform the following tasks:

- Lead and manage the evaluation mission;
- Revise and design where appropriate the evaluation scope and methodology and approach;
- Ensure efficient division of tasks between mission members;

- Conduct the ending outcome evaluation in accordance with the proposed objective and scope of the evaluation;
- Draft and communicate the evaluation report;
- Finalize the evaluation report and submit it to UNDP MCO Evaluation Focal Team (EFT)

Evaluation Team Member / National Consultant

A national consultant should have relevant academic training, and at least 3 years of relevant experience (preferably in ICT). A national consultant, as an evaluation team member will provide all necessary support to the Team Leader / International Consultant, and other secretarial support as necessary.

The Evaluation Team will submit an Inception Report outlining the evaluation design and methodology, detailed work plan with roles and responsibilities to UNDP MCO EFT, as per the Evaluation Schedule.

Time frame & Evaluation Schedule (Revised 14 November 2008)
The evaluation mission will commence on 17th November, 2008. The duration of the mission is 5 weeks, including writing and submission of the final evaluation report.

Activity	Timeframe	Responsible Party
Cook Islands visit	18 – 23 November	Evaluator
Samoa site visits	24 November – 3 December	Evaluator
Niue visit	5 – 12 December	Evaluator
Draft Report, Presentation to UNDP Evaluation Focal Team, Final Report Write-up	14 – 19 December	Evaluator, EFT

C. UNDP REQUIREMENTS

UNDP management arrangements
To facilitate the outcome evaluation process, UNDP MCO has set up an Evaluation Focal Team (EFT). The team consists of relevant UNDP staff that will assist in connecting the evaluation mission with outcome principal implementing partners and key stakeholders. In addition, the EFT will provide both substantive and logistical support to the evaluator(s), ensure participatory evaluation process, and comment on the draft evaluation report. During the evaluation, the EFT will help identify focal contacts at project sites and key partners for interviews by the evaluation mission. The evaluation will retain its full integrity and flexibility to determine the best approach to collecting and analyzing data for the outcome evaluation.

A draft report comprising especially the findings, outline lessons, conclusions and recommendations will be discussed with implementing partners and EFT to validate findings, lessons and recommendations early in the final week of the mission and a wrap up meeting will be held two working days prior to the scheduled completion date of the evaluation mission. EFT will provide logistical support; organize meetings and interactions with relevant stakeholders; comment on the draft report and project document; and follow up on recommendations.

The Final Evaluation Report and any other associated documents should be submitted to the Resident Representative, UNDP MCO in Samoa within the final days of the evaluation mission.

UNDP MCO in Samoa will disseminate the evaluation report to relevant partners and stakeholders and upload the report into the Evaluation Resource (ERC). EFT will prepare the management response and follow up to evaluation and ensure timely implementation of the agreed evaluation recommendations.

SELECTED DOCUMENTS FOR STUDY BY EVALUATOR(S)

UNDP Corporate Policy Documents: (see Useful Links to Evaluation Resource Centre)

1. Evaluation Report Deliverable Description
2. Ethical Guidelines for Evaluation in UNDP
3. UNDP Guidelines for Outcome Evaluators
4. Handbook on Monitoring and Evaluating for Results
5. Standards for Evaluation in the UN System

UNDP MCO Documents:

1. United Nations Development Assistance Framework (UNDAF) for Samoa 2003-2007
2. Multi-country program document for Cook Islands, Niue, Tokelau 2003 - 2007
3. Country Program Document for Samoa 2003 – 2007
4. Annual Work Plans and Progress Reports

National Development/Planning Documents:

5. National Development Strategic Plan Cook Islands 2007-2010
6. Strategy for the Development of Samoa 2002 - 2004
7. Niue Integrated Strategic Plan 2003 – 2007
8. Millennium Development Goals Report
9. Human Development Reports
10. Household Income and Expenditures Surveys
11. Other documents and materials related to the outcome to be evaluated (from governments, partners, etc.)

Useful links:

Evaluation Office

- http://www.undp.org/eo/
- http://erc.undp.org/index.aspx?module=Intra

UNDP MCO

- www.undp.org.ws

ANNEX B. Stakeholders Interviewed

UNDP Samoa
Naheed Atiq Haque, UNDP Resident Representative
Muliagatele Georgina Bonin, Assistant Resident Representative UNDP, Governance & Poverty Reduction Unit and in charge of this project
Karen Komiti, MDG & Gender Monitoring and Evaluation Officer

Cook Islands
Mac Mokoroa, Chief of Staff, Office of the Prime Minister
Maureen Hilyard, Project Manager
TePua Ngamata, ICT Coordinator
Mitch Tutangata, Systems Administrator
Ronnie Sakai, ICT Service Officer
Ministry of Cultural Development: Odile Urirau
Ministry of Works: Timoti Tangiruaine
Ministry of Finance: Kevin Hosking, Kathy Teamoke, Mareta Katu, Iain Howard, Amy Ngatamaine, Teu Teulilo (Internal Committee spearheading development of ministry website)
Te Aponga Uira (Electricity Company of the Cook Islands): Kiko Drollet, Elma Marurai, Ross Bridson to discuss their request to the project in setting up their Website
Aitutaki Island Administration Office:

Savage Lockington	Government Rep
Sabati Ngaro Solomona	Island Secretary
Tepaeru Cameron	Senior Administration Officer
Maki Toko	Youth & Sports Officer
Temanu Unuka Jnr	Works Co-ordinator

Health Department:

Dr Koko	
Mataiti Rave	SeniorPublic Health Inspector

Education:

Parima Teaea	Principal
Pito Solomona	(Youth Leader & Teacher - met with Justin)

Aitutaki Tourism Council & Private Sector:

Mike Henry	Chairman & Hotel owner

Niue
Wennie Sipeli Salatielu, Acting Director, Department of Administrative Services, Office of Information Services, Government of Niue
Scan Mitiepo, Project Manager ICT4D and ICT Manager for Government
Lose Ligi Siakimoto, Director of Education
Ida Talagi Hekesi, Director of Tourism
Meshu Inia, Project Manager for the Tourism component of the project

Frank Sioneholo, Head of Economic Development, former Chief Statistician and volunteer supporter of computer literacy
Crossly Tatui, Acting Public Service Commissioner & Former Secretary to Government
Sidney Lui, Accounts Officer, Department of Public Works & trainee in the on-line computer training programme
Punu Vakaafi, Assistant to Head of Economic Development & trainee in the on-line computer training programme
Richard Hipa, Secretary to Government and former CEO Niue Telecom
Jay Eveni, Senior External Affairs Officer
Jay Hekau, Head of IT Department, Niue High School
Itzy Tukuigonga, Principal, Niue Primary School
Emani Fakaotimanava-Lui, Head, RockET Systems

Samoa
Gisa Fuatai Purcell, UNDP Project Manager based in the Ministry of Communications and IT
Tua'Imalo Asamu Ah Sam, Chief Executive Officer, Ministry of Communications & Information Technology
Taito Ulaitino Dr. Faale Tumaalii, Chief Executive Officer, Research & Development Institute of Samoa

Savaii Telecenters visited November 26-27th

Telecenter	**Administrators**
Vailoa, Palauli	Malia and Talosa
Gataivai	Jacob/Asafo and Siniva
Safune	Uaea and Tina
Auala	Tautau and Ianeta
Sagone	Maseiga and Potoa'e

Rosemarie Esera, Project Manager, SchoolNET and Community Access Project
Principal Information Technology Officer, Ministry of Education, Sports & Culture
Eugene Sesonga, Director, ClickNet and contractor to the project to develop the Samoan Government Portal
Werner Kappus, Consultant developing the Ministry of Education, Sports and Culture website under contract to the ADB as part of its SchooNet project
Jacinta Teofilo, Project Coordinator for the ICT4D Project
Naomi Hunt, Executive Assistant to the CEO of MCIT and Head of Ministry Archives
Mati Itula, Manager of Corporate Services, MCIT
Noumea Simi, Assistant Chief Executive Officer, Ministry of Finance in charge of Aid Coordination-Loans Management
Jepi, National University of Samoa
Taimalie, University of the South Pacific based in Samoa

ANNEX C. Project Outputs Taken from Cook Islands Project Quarterly Reports

This report was prepared by the International UN Volunteer at the conclusion of his work.

*February 2007 – June 2008*s:

Evaluation and Consultation for an enhanced development plan

 Completed the e-Readiness audit and analysis of Cook Islands Government with the adapted model developed by Harvard University's Center for International Development.

 Initiated a log-frame analysis and updated continuously throughout the project period.

 Illustrated the win-win benefits in the Road Map of the Telecom Report for both the service providers and Cook Islands on the future development of Telecommunication Services in Cook Islands.

 Provided consultation and proposals evaluation of Regional Telecommunication Projects such as SPIN, WiMax and VSAT.

Establishment of counterpart relationship

 Managed counterpart relationship with all external technical consultants and experts for the government projects.

 Improved Government to Business (G2B) relationship with enhanced mutual respect, cooperation and efficiency in ICT4D areas such as Government online with hosting provider, Ministry intranet and infrastructure with Telecomm Cook Islands, and websites development with developers in private sector.

Development of the Access to and Provision of Government Information

 Evaluated state-of-the-arts Content Management System platforms and framework. Selected the best-fit technology and implemented it in the development for the Office of Prime Minister website. Clear specification of the website tendering process is developed for similar government projects.

 Selected/introduced latest Free Open Source Software (FOSS) platform for government websites in-house development, developed selection criteria and made strategic selections and procurement of developers and services.

 Prepared detailed terms of reference for each ministry that included work process flows description as implemented in their Website contents and organization structure with sector services.

 Compiled technical requirements of sub-components, assisted project manager to advertise and then selected individual and companies for technical works in the ICT infrastructure and Website development.

Technical and Project Management

 Built and deployed base infrastructure components such as servers, operating systems and middleware for the LAN/WAN in the ministries and departments of the government of Cook Islands.

 Prepared technical documents and terms of reference for all e-Government related system hardware and networks as illustrated in the e-Learning Center Proposal for the Indian Government Grant.

 Recommended ways and methods to manage content and applications, the work process flows, reporting, and system management in support to the ICT Coordinator and Project Manager.

 Prepare a technical paper on broadband government networking in Rarotonga

Promotion and Showcase

 Planned and promoted the e-Government system with National ICT Coordinator in activities such as OneWebDay, hosting of the PacINET 2008 for public awareness of the e-Government Project, collaborated with government ministries and business partners in influential education events that generated regional impacts

Capacity Building and Training

 Developed and documented a systematic hiring process as part of the Capacity Building program

 Completed an evaluation of ICT training needs in the government, identified the practical needs of the ministries' staff and tailor-made hands-on workshop instead of using pre-moded commercial training courses which sometimes are less relevant to the staff's work.

 Conducted training to technical staff of Ministries and government agencies for contract negotiation, and bridged ICT vendors and Ministries users that pertain to successful implementation of the e-Government system.

Exit Strategy for Project Transition and Extension

 Studied and planned the next phase of the e-Government project components (National ICT Authority, e-Gov Portal and e-Islands) and prepared necessary project extension documents.

 Prepared strategic plan for project extension with detailed progress and resource requirement included. The plan has been submitted and approved by UNDP.

July – September 2008

a. eGov workplan accepted by Steering Committee

b. Infrastructure support

- Focus on Ministry of Cultural Development – National Library (Koha Server & Training); Archives (PCs); Staff Training (PCs & Website training); Network/Telecommunications Infrastructure

c. Website development (30 Government Ministries and agencies)
   - 33% independently developed
   - 13% eGov developed and completed
   - 33% eGov development in progress
   - 13% government agencies not yet engaged
   - 7% government sites being independently created – individual choice
   - Staff training in website management given during Phase 3.

d. eGov Portal – costings proposal accepted by Steering Committee

e. eIsland – Manihiki e-Island website selected by Steering Committee as first pilot

f. Policy guidelines – focus by Policy Division on ICT policy and Strategic Plan

g. Public Awareness of eGovernment: successful Pacinet2008 conference
   - 180 registered participants, 40 participants in the eGovernment Workshop and at least 100 public participants
   - Sponsorship: NZ$68676,19; Expenditure: NZ$68095.54
   - Presentations by staff from government departments for "eGov in the Cook Islands"
   - Very positive raising awareness support from Telecom Cook Islands, Pitt Media and CINews

h. Non-workplan activities
   - Replacement of workstations for Offices of Prime Minister and Ombudsman

October – December 2008

a. Administration
   - eGov Project Manager retained since Jan 2008
   - US$90,000 received for workplan activities
   - Meetings held with UNDP staff during their November 08 visit to the Cook Islands
   - Evaluation of e-Government Project in November 2008 (included outer island consultation with public and private sector representatives on Aitutaki)

b. Infrastructure support
   - Supported purchases of equipment for Ministries and government agencies to develop online information and communication systems which will enhance G2C and G2G
   - Antivirus software ordered for all computers used by government departments – 2 year license – to be installed by ICT unit
   - E-Transaction process with Westpac Bank ready for pilot trial with a Government Ministry
   - Sharing of G2G data being trialled by Justice and Police

- Telecom support of broadband infrastructure on outer islands (recently Mitiaro station for Education's OLPC project)

c. Website development (31 Government Ministries and agencies)
- Increased number of participants from private sector for e-Gov website development
- 55% (6/11) of Government Ministries developed by eGov Project Team
- 50% (10/20) of Government agencies developed by eGov Project Team
- 7 government agencies requested eGov support as a result of Pacinet conference
- 11 further government agencies will have website development support in 2009 (these will include outer island administration offices)
- 4 out of 5 Ministry websites established in-house received technical support from the eGov Project Team
- Website management training provided for 5 Ministries (who do not have a trained systems administrator on site)

d. eGov Portal
- no further advancement on Steering Committee request for external funding

e. eIsland
- proposal for Manihiki e-Island website accepted by Steering Committee;
- Website developed on Manihiki in consultation with local stakeholders, to Phase 2 by Dec 31.
- Telecom sponsorship of e-Island domain names for outer island administration centres

f. Policy guidelines
- Assisted Policy Division with review of National ICT policy

g. Public Awareness of eGovernment
- Launch of the library and MOCD websites promoted in media
- Advertisements for website developers for the outer islands attracted public attention and feedback

ANNEX D. Project Outputs Taken from Niue Project Quarterly Reports

No quarterly reports were available for July-September 2007, April-June 2008 & July-September 2008 and no reports from project signing June 2005 until February 2007

February 21, 2007 prepared by Paul Collins, ISO Manager & ICT4D Project Manager

- E-learning project
  - E-learning center operational with 4 computers in the Niue Training & Development Council building;
  - On-line application training offered to all on the NZ based Wintec Active Computer Training (http://www.wintecactive.co.nzx/cas/);
  - No trainer yet for the E-learning center
- E-Government Infrastructure
  - Almost all Departments now have Local Area Network (LAN) infrastructure;
  - Digital Subscriber Line (DSL) equipment has been procured and waiting on Telecom and the ISP to assist the Information Services Office (ISO) to install the wide area network system so that all Departments can communicate with each other;
- Intranet Portal and Government Web Page redesign
  - The Request for Proposal is prepared and will be put on the government website for applicants;
- E-Tourism
  - Scoping of the project almost complete and waiting a quote for the work from the contractor;

April-June 2007

- The Digital Subscriber Line (DSL) installation is 85% complete;
- The remaining e-government servers were configured, installed and distributed to the respective Departments
- Most Departments are using the server to store and back up documents and to provide file sharing, all of which is seen by Heads of Departments and staff as very useful;
- The Content Keeper (www.contentkeeper.com) is a secured device installed by IUSN at its premises to monitor government internet access and filtering websites. The Niue Public Service Commission is supportive of this initiative as it serves to control use of government time on the internet
- Contract awarded to SAFI Technologies for the e-Tourism project;

October-December 2007

- Presentations on GLAN and associated training for Intranet server are underway and training materials were translated into the local language and trainees were broken down into groups of three, which improved training effectiveness;
- For e-tourism the iBEX (Internet Booking Exchange) enhancements were completed and Industry Update data base;
- Training for Tourism staff on the Industry Update data base
- Request made to UNDP for funding under the project.

January-March 2008

- More presentations made to Heads of Departments and their staff on how to operated the Government's LAN and the Internet server;
- Intranet training completed with additional sessions for the staff of Niue Tourism;
- Official Government web page design, www.gov.nu, was officially published online in March 2008.

ANNEX E. Project Outputs Taken from Samoa Project Quarterly Reports

No quarterly reports could be found for Jan-Mar 2006, April-June 2006 and July-September 2006 presumably because the project was not underway.

October-December 2006

- Tendering for equipment for the project
- Call for expressions of interest to conduct an e-government readiness study

January-March 2007

- Excel training for all MCIT staff on a one-on-one basis. Certificates given out to all participants;
- NUS Consulting Ltd. began its e-readiness study
- Most of the 'tools' for the ICT Secretariat procured in 4th quarter of 2006 have been received *Not clear what these 'tools' are*
- MOU drafted between the Secretariat, UNDP and Development Gateway Foundation (DGF) to permit DGF to do capacity building for development of the e-government and country gateway projects
- Three public servants accepted by the Diplo Foundation to take the e-government online course

April-June 2007

- More training for MCIT staff in Excel, ACCESS and MSN and training now completed by a local trainer;
- Two databases, one for MCIT records and one for telecenter information were developed;
- Team building training for all MCIT staff;
- NUS draft report on e-government readiness submitted and distributed;
- RFP prepared for a technical service provider;
- Technical Project Coordinator post advertised but was unsuccessful;
- MDG equipment ordered.

July-September 2007

- Consultations for the draft National ICT Strategic Plan completed;
- Review and incorporation of feedback from consultations into the National ICT Strategic Plan;
- National ICT Strategic Plan approved by Cabinet.

October-December 2007

- Mrs. Jacinta Teofilo, Project Coordinator sponsored to ICT Conference in Kuala Lumpur to make presentation
- Advertisement for Senior IT Officer for project;
- Comment on NUS Consulting report sent to NUS for response;
- Advertisement for technical service provider to build the e-government portal and the country gateway portal;
- Attempt to raise LED screen to better showcase the MDGs in front of Government House;
- Youth and ICT Workshop held and documented jointly sponsored by MCIT and Ministry of Women, Communities and Social Development. SWOT analysis conducted in workshop showing that rural youth are left out of ICT

January-March 2008

- The IT Senior officer is on board now.
- The Technical Service Provider has been selected

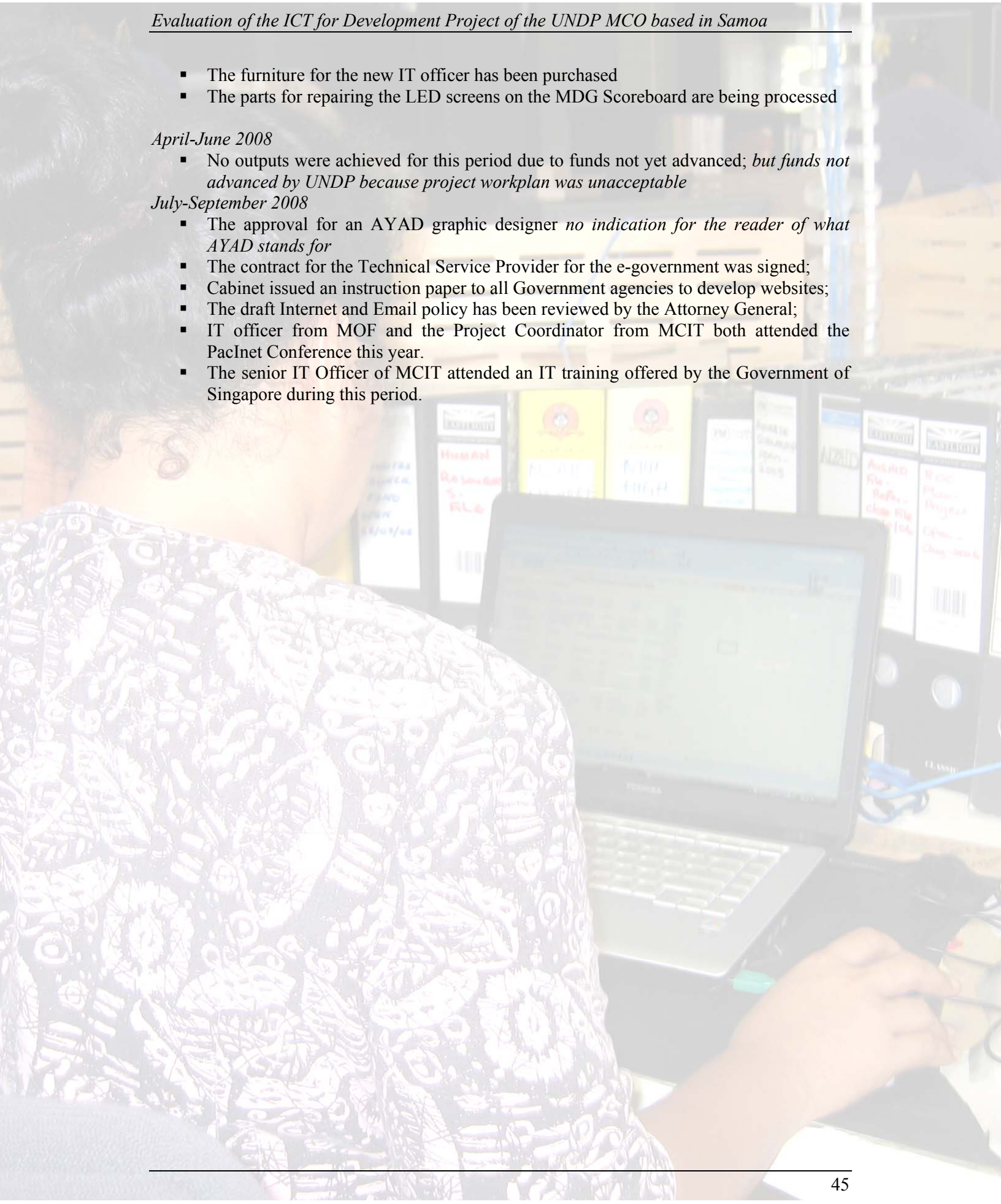
- The furniture for the new IT officer has been purchased
- The parts for repairing the LED screens on the MDG Scoreboard are being processed

April-June 2008

- No outputs were achieved for this period due to funds not yet advanced; *but funds not advanced by UNDP because project workplan was unacceptable*

July-September 2008

- The approval for an AYAD graphic designer *no indication for the reader of what AYAD stands for*
- The contract for the Technical Service Provider for the e-government was signed;
- Cabinet issued an instruction paper to all Government agencies to develop websites;
- The draft Internet and Email policy has been reviewed by the Attorney General;
- IT officer from MOF and the Project Coordinator from MCIT both attended the PacInet Conference this year.
- The senior IT Officer of MCIT attended an IT training offered by the Government of Singapore during this period.



ANNEX F. On-Line Computer Training Modules From The Niue Project

These training modules are provided by Wintec free of charge to Niue subscribers because they are New Zealand citizens. See the website: www.wintecactive.co.nz

Level Two Training Programmes

Course	Course Outline	Programme
Keyboarding Skills 2 (102)	NZQA Unit Standard 102. Use keyboarding skills to produce text output and develop keyboarding skills to produce text with accuracy.	Certificate in Computer Applications
Text Processing (107)	NZQA Unit Standard 107. Learn about conventions used for displaying and designing text processed communications, and apply language and text processing skills to produce communications.	Certificate in Computer Applications
Basic Accounting MYOB (331/332)	1.Basic Accounting 1 (331) - Learn about the features and limitations of computerised accounting systems, how to operate a computerised accounts receivable and accounts payable application and produce ledger reports and complete processing cycles. 2. Basic Accounting 2 (332) - Learn about the features and limitations of computerised general ledger accounting systems, and operate a computerised general ledger accounting system.	Certificate in Computer Applications
Managing Projects (5953)	Learn how to plan and manage a small, simple project using a computer application.	Certificate in Computer Applications
Desktop Publishing 2 (2789)	Learn how to plan desktop publication (DTP) documents for organisation use, to produce the documents in accordance with the brief's specification, to evaluate the documents against the brief and print edited product.	Certificate in Computer Applications
Write Business Letters (3488)	NZQA Unit Standard 3488. Learn how to write a memorandum and/or fax, and write business letters in an identified workplace.	Certificate in Computer Applications
Computer peripherals (2790)	NZQA Unit Standard 2790. Learn how to operate and maintain personal computer peripherals.	Certificate in Computer Applications
On-Line Computer Services (5942)	NZQA Unit Standard 5942. Learn how to use of an online computer service; how to connect, exchange information and estimate online computer service session costs.	Certificate in Computer Applications
Design Illustration (5958)	NZQA Unit Standard 5958. Learn how to use of a computer application for producing design illustrations; outline and create a design illustration using a computer application.	Certificate in Computer Applications
Browsing the Web (18758)	NZQA Unit Standard 18758. Demonstrate navigation skills using a browser Internet Explorer. Learn how to launch and close a web browser, use browser controls, use search engines and use webpage hyperlinks.	Certificate in Computer Applications
Text Processing 2007 (107)	Text Processing(107)	Certificate in Computer Applications
Use a Word Processor 2007 (111)	Use a Word Processor 2007 (111)	Certificate in Computer Applications
Spreadsheets 2007 (2784)	Spreadsheets 2007 (2784)	Certificate in Computer Applications

Database 2007 (2786)	2786_2007 Database 2007 (2786)	Certificate in Computer Applications
Desktop Publishing 2007 (2788)	2788_2007 Desktop Publishing 2007 (2788)	Certificate in Computer Applications
Integrating Data 2007 (2791)	2791_2007 Integrating Data 2007 (2791)	Certificate in Computer Applications
Produce Computer Graphics 2007 (5939)	5939_2007 Produce Computer Graphics 2007 (5939)	Certificate in Computer Applications
Exchange Information Online 2007 (5942)	5942_2007 Exchange Information Online 2007 (5942)	Certificate in Computer Applications
Manage and Protect Data 2007 (2781)	2781_2007 Manage and Protect Data 2007 (2781)	Certificate in Computer Applications
Operate a Personal Computer 2007 (2780)	2780_2007 Operate a Personal Computer 2007 (2780)	Certificate in Computer Applications
Basic Concepts of IT	Learn about the physical make-up of a personal computer and concepts such as data storage, memory and viruses. ICDL Module 1.	Certificate in Computer Applications
Using the Computer	Learn about the fundamental functions of a personal computer and its operating system. ICDL Module 2.	Certificate in Computer Applications
Word Processing (Word)	Learn how to create, format and finish a word-processing document and use more advanced word-processing features. ICDL Module 3.	Certificate in Computer Applications
Spreadsheets (Excel)	Learn how to develop, format and use a spreadsheet using basic formulas and functions to perform standard mathematical and logical functions. ICDL Module 4.	Certificate in Computer Applications
Databases (Access)	Learn how to design and plan a simple database using a standard database package; retrieving information from an existing database. ICDL Module 5.	Certificate in Computer Applications
Presentations (PowerPoint)	Learn how to create, format and prepare presentations, using graphics and charts and various slide show effects. ICDL Module 6.	Certificate in Computer Applications
Information and Communication	Learn how to use a Web browser application and available search engine tools to accomplish Web search tasks and use E-mail software to send, receive and organise messages. ICDL Module 7.	Certificate in Computer Applications
Operate a PC (2780)	NZQA Unit Standard 2780. Demonstrate and apply knowledge of operating a personal computer system. Learn about a personal computer system; the hardware, the operation of the system and application software; operating a printer, complete basic operation and maintenance procedures and ergonomic principles for safe operation.	Certificate in Computer Applications
Manage Computer Data (2781)	NZQA Unit Standard 2781. Manage and protect data in a personal computer system using Windows XP. Learn about file management, the importance of data protection and application of appropriate data protection techniques and the principles and practice of ethics in the storage and transfer of data.	Certificate in Computer Applications
Word Processing (111)	NZQA Unit Standard 111. Operate a word processor using Word 2002. Learn and apply the basic principles and terminology of word processing and their	Certificate in Computer Applications

	associated techniques and functions to produce documents.	
Computer Spreadsheets (2784)	NZQA Unit Standard 2784. Create and use a simple computer spreadsheet to solve a problem using Excel 2002. Learn how to plan a simple spreadsheet to provide a solution to a problem; produce a simple spreadsheet in accordance with the plan; use the spreadsheet to provide a solution; and evaluate the spreadsheet.	Certificate in Computer Applications
Flat File Databases (2786)	NZQA Unit Standard 2786. Create and use a simple computer flat file database to solve a problem using Access 2002. Learn how to plan, produce, use, and evaluate a simple computer flat file database.	Certificate in Computer Applications
Email (5941)	NZQA Unit Standard 5941. Learn how to use e-mail; create, send, receive, organise, and save e-mail.	Certificate in Computer Applications
Desktop Publishing 1 (2788)	NZQA Unit Standard 2788. Produce a simple desktop published document to meet a set brief using Publisher 2002. Learn how to meet the requirements of a set brief by planning a simple desktop publication (DTP) document; producing, evaluating and printing the document.	Certificate in Computer Applications
Keyboarding Skills 1 (101)	NZQA Unit Standards 101. Develop keyboarding techniques to key-in alpha and numeric text, symbols, and special characters using a standard alphanumeric keyboard and identify and apply keyboarding techniques and ergonomic practices to avoid overuse injuries.	Certificate in Computer Applications
Introduction to Web Design (15167)	NZQA Unit Standard 15167. Learn how to create a single web page, create text for a homepage and add links to create a web.	Certificate in Computer Applications
Web Design (15168)	NZQA Unit Standard 15168. Enhance pages on a website using FrontPage 2002. Learn how to enhance the presentation of text on a web page, add colour to a web page, add images and add other elements to a web page.	Certificate in Computer Applications
Desktop Presentations (5940)	NZQA Unit Standard 5940. Produce a presentation using a desktop presentation computer application using PowerPoint 2002. Learn how to use of a personal computer application to design, create, and deliver a desktop presentation using a personal computer application.	Certificate in Computer Applications
Introduction to Graphics (5939)	NZQA Unit Standard 5939. Learn how to use a computer graphics application to draw, paint, and print computer graphics using Word 2002 and Paint.	Certificate in Computer Applications
Integrating Data (2791)	NZQA Unit Standard 2791. Using Word, Excel and Access 2002, learn how to plan a word processed document that integrates spreadsheet and database data to provide a solution, to create a word processed document that integrates spreadsheet and database data, to use the document to provide a solution and to evaluate the integrated documents.	Certificate in Computer Applications
Produce a CV (504)	NZQA Unit Standard 504. Learn how to prepare and produce a CV.	Certificate in Computer Applications
Computer Hardware	(IC3 Computing Fundamentals) Identifying components; Hardware Components; Performance; Purchasing Decisions.	Certificate in Computer Applications
Using an Operating System	(IC3 Computing Fundamentals) Software Basics; Types of Software.	Certificate in Computer Applications
Computer	(IC3 Computing Fundamentals) Operating Systems;	Certificate in Computer Applications

Software	Desktop Basics; System Settings.	
Common Program Functions	(IC3 Key Applications) Start, Exit and Help; Application Basics; Editing and Formatting; Printing.	Certificate in Computer Applications
Word Processing Functions	(IC3 Key Applications) Formatting; Tables and Graphics.	Certificate in Computer Applications
Spreadsheet Functions	(IC3 Key Applications) Modifying worksheets; Formulas and functions; Formatting worksheets; Pictures and charts.	Certificate in Computer Applications
Networks and the Internet	(IC3 Living Online) Network Fundamentals; Networks and the Internet.	Certificate in Computer Applications
Electronic Mail	(IC3 Living Online) How Email Works; Using Email; Appropriate use of Email.	Certificate in Computer Applications
Using the Internet	(IC3 Living Online) Information Sources; Using a Web Browser; Searching the Internet.	Certificate in Computer Applications

Wintec Level 3 Training Modules

Course	Course Outline	Programme
Spreadsheets for Organisation Use (2785)	NZQA 2785 - Learn to plan, produce, evaluate, and document a spreadsheet for organisation use.	Certificate in Information Communication Technology (Level 3)
Databases for Organisation Use (2787)	NZQA 2787 - Learn to plan, produce, evaluate, and document a database for organisation use.	Certificate in Information Communication Technology (Level 3)
Word Processing Functions (112)	NZQA 112 - Learn to apply word processing features and functions to produce information, and apply file management and printing techniques to manage document production.	Certificate in Information Communication Technology (Level 3)
Personal Computer Systems (2783)	NZQA 2783 - Learn to demonstrate knowledge of: the features of main hardware components of a personal computer system and interaction between the components; operating system software and applications software and their interaction; and the relationships between hardware, software, data, and information.	Certificate in Information Communication Technology (Level 3)
Principles of Computer Networks (2797)	NZQA 2797 - Learn to demonstrate knowledge of: data communications; the major features of LANs; and the major features of WANs.	Certificate in Information Communication Technology (Level 3)
Social Implications IT (5968)	Learn to describe the past impact, and discuss the future of implications of information technology on various aspects of society.	Certificate in Information Communication Technology (Level 3)
Websites for Organisation Use (18737)	NZQA unit Standard 18737. Learn how to plan, design, produce, and evaluate a website for organisation use, and create user documentation.	Certificate in Information Communication Technology (Level 3)
Desktop Publishing (2789)	Learn how to plan desktop publication (DTP) documents for organisation use, to produce the documents in accordance with the brief's specification, to evaluate the documents against the brief and print edited product.	Certificate in Information Communication Technology (Level 3)
Desktop Presentations (5940)	NZQA Unit Standard 5940. Produce a presentation using a desktop presentation computer application using PowerPoint 2002. Learn how to use of a personal computer application to design, create, and deliver a desktop presentation using a personal computer application.	Certificate in Information Communication Technology (Level 3)

Annex G. ITU Description of the .nu domain issue

INTERNATIONAL TELECOMMUNICATION UNION
TELECOMMUNICATION STANDARDIZATION SECTOR
STUDY PERIOD 2001-2004

ccTLD Doc 57
Original: English

Workshop on Member States' experiences with ccTLD
Geneva, 3-4 March 2003

DOCUMENT FOR ccTLD WORKSHOP

Source: Niue

Title: Niue ccTLD delegation issues

BACKGROUND

Niue is a small island nation in the South Pacific. It is approximately 120 square Kilometers. Although a place of great natural beauty, due to the natural topography, it has no suitable harbors for cruise vessels. Its primary link to the outside is via air travel, however there are only a few flights per week to the island. It is an independent nation, in free association with New Zealand. Its natural resources are limited and communications are through a leased circuit on a satellite. As a result of these factors, their national budget is exceedingly tight and there is little to spare to fight legal battles. In 1997, the rights of the sovereign county of Niue to participate in the Internet and to control the utilization of their ccTLD, ".nu", were usurped. Niue, as a small developing nation has been unable to have those responsible rectify their actions and return control to the nation. Niue cannot bring legal weight to bear against the ccTLD registry manager as the manager's place of residence is in the United States and his base of operations is primarily in Europe. There is no apparent forum where the actions taken by the US Dept of Commerce and IANA can be made right. Fear of legal action by the manager has made them unwilling to act. WIPO is not a suitable avenue to gain the return of the gov.nu name. Niue is effectively blocked from participation in the Internet, even to communicate with its own citizens at home or abroad.

While Niue fully adheres to and supports the principles utilized by ICANN and established by the GAC for the management of cctLDs, the ccTLD manager has taken every measure possible to avoid the utilization of these concepts, preferring instead to support his claim only through RFC 1591. As such, many of the efforts of the Government have been to show that even under RFC1591, the delegation is flawed and should be re-delegated per the laws and national public policy of Niue.

History of IUSN Establishment

In 1997 an organization named the Internet Users Society – Niue (IUSN) obtained from IANA the registry rights to Niue's ccTLD. IUSN consists of a New Zealander named Stafford Guest, an American ex-Peace Corp representative named Richard St. Clair, and an American businessman named William Semich. The planning and control of the situation rests with Mr. Semich, who resides near Boston, Massachusetts, USA. Niueans do not own or control the group and have no manner in which to ascertain what is occurring nor to influence the decisions made. Mr. Guest and St. Clair live in Niue and supposedly met the criteria for the Administrative Contact to live in the country of the ccTLD being managed. The nature of the authority or agreement with the Government of Niue (GON) was undocumented. The closest to an official link to the GON is a secretary from the Attorney General's Office whose name appears in the IANA records. The secretary had no authority to bind or commit the GON or

dispose of national assets. Initially this secretary was designated as the Administrative Contact.

Subsequently, Semich had her name replaced with that of Guest's, thereby removing any possibility of Government insight or oversight. Under oath, the secretary stated in 2002 that she had no knowledge of the steps taken by Wm Semich. IANA's records make it clear that IANA made no attempt to verify the legitimacy of any of these actions.

In 1998 the Government began the process of attempting to regain control of the name "gov.nu". In clear violation of the normally accepted principles of domain management, IUSN registered the name to itself, claims that it owns the name and refuses to relinquish the name to the Government. They base their refusal on the premise that to do so would "threaten the stability of the Internet".

Memorandum of Understanding

A Memorandum of Understanding (MOU) covering the provision of email service to the Island via an ISP run by IUSN was signed in January 1999. On Niue, Guest and St. Clair have repeatedly asserted that the MOU has nothing to do with the .nu domain name issue, while off island they point to it as proof of the GON's acceptance of their claim to the domain name. It should be noted that in a further effort to lend an air of legitimacy to their effort, the "contract" that any user must sign to gain an email account includes wording that acknowledges IUSN's right to the domain name. Since the MOU covered GON access to the email, many in the GON see this as unacceptable. The Crown Counsel to the GON has refused to sign such a document and has been denied an email account.

In many of the initial actions taken by the GON they were advised by St. Clair, who was originally a Peace Corps volunteer to Niue and subsequently on private contract to the GON as an advisor. After the GON accepted his advice that the domain name meant nothing to the country and they should take no action to reclaim it, St. Clair immediately resigned as advisor to the GON and went to work officially with Guest and Semich. The activities of St. Clair represent a significant conflict of interest, and suggest a level of complicity from the founding members of IUSN.

After more than 12,000 names had already been registered, and also after the GON request for the return of gov.nu, IUSN stated that any contracts or agreements it might make with other entities regarding the use of the domain name would be tendered to the Government for review. This has never occurred.

IUSN Corporate Structure

While IUSN is classified as non-profit organization (registered in Delaware), Semich, as head of IUSN, formed a for-profit company called .NU Domain Ltd. (NDL) and ceded the management of Niue's ccTLD to this for-profit entity (also registered in Delaware). NDL began selling secondary domain names in Niue's domain name space as well as building a marketing organization by giving rights to register names to other organizations.

In return for exclusive management rights to Niue's ccTLD, NDL pays a fee to IUSN of approximately US$200,000 per annum. This fee is used by IUSN to meet all operational costs associated with on-island activities (wages, travel expenses, connectivity expenses, etc.). Nevertheless, and despite the less than arms length relationship between IUSN and NDL, NDL retains control over the majority of revenue generated from the sale of .nu domain names. None of the proceeds have ever gone to the GON. Mr. Guest, who is theoretically the treasurer of IUSN, has stated that he has no idea of the revenue or costs associated with IUSN or NDL. He has denied having any financial knowledge, insight or input regarding any funds due to the Government.

Development of GON Information Technology Policy

The GON has recognized that in order for Niue to create a sustainable and viable private sector, developmental priority must be given to the information technology (IT) based sector.

This sector has the necessary elements to overcome some of the traditional constraints of physical isolation and limited physical resources that have hampered development in other sectors, such as agriculture and manufacturing. In order to be positioned for private sector-led economic growth in the new millennium, the GON must carefully lay the correct IT foundation. The Niue Information Technology Committee (NITC) was formed to achieve these goals. The NITC was formed to establish a government policy for IT in its many forms and to work towards the development of an information technology infrastructure. This developmental priority has been comprehensively incorporated into Niue's National Development Plan. In its role as Registry Manager of a national asset, Registrar of names, and ISP, IUSN and NDL have not cooperated with the GON policy to develop an IT industry. Instead, IUSN and NDL have used technical management of the registry as their basis for a claim to any and all economic benefits associated with national asset.

Early Communications by the NITC (late 1998)

As a developing nation, Niue cannot afford to ignore the potential of the Internet, e-commerce and remote sensing if it is to be a part of the evolving world order. As a part of that effort, the NITC has a legislative responsibility to determine the actual situation concerning the current IT environment in respect of its conformity with GON policy. In that regard, it was necessary to obtain details regarding the management and administration of their ccTLD. Since Mr. Semich was treating it as an open domain, the Government requested information regarding the marketing of Niue's ccTLD.

Information was requested from IUSN concerning the specifics of a loosely defined and poorly communicated situation. The GON sought to mutually develop a contract with IUSN that would clarify respective roles and responsibilities. When the NITC sought to determine the status of the domain name, IUSN threatened the GON with legal action as well as steadfastly refusing to provide the requested information. It should be noted that the submission of most of the requested information was required pursuant to provisions of the Development Investment Act 1992.

When there was no response from Semich and IUSN, nor the provision of the requested information, nor any willingness to sit down to discuss/negotiate, the NITC position became modified. The IUSN refused to communicate and provide information that should already be publicly accessible by the law (State of Delaware, USA) under which they state they are incorporated. Their refusals have needlessly cost the GON a great deal of time and money. Furthermore, it is unclear whether IUSN is being principally operated as a for-profit or non-profit organization. It appears that IUSN has attempted to raise a veil of secrecy by ***illegally*** ceding to a for-profit organization – Nu Domain Ltd – the control of the .nu domain registry and then claiming that the for-profit corporation does not have to provide information. No provision in any document has ever given IUSN the authority to unilaterally transfer their responsibilities to any other organization. It is a clearly stated principal of IANA, ICANN, the US Government and International forums and organizations that ultimate authority over the country code domain name belongs to the government. Furthermore, it is a matter of national law in Niue that the NITC is the designated Registry Manager.

GON contractual relationship with Domain Name Manager

Given the efforts on the part of IUSN to confuse the issue and their refusal to discuss the substantive issues of concern to Niue, it became clear that the GON had to consider a course of action that might necessarily lead to terminating the existing relationship with IUSN. Niue cannot afford to have such a unique and valuable resource under the absolute control of an entity that behaves in such an uncooperative fashion. The future of Niue, and especially the future of the young people on the Island, depends too heavily upon harnessing this critical resource for national development.

Rather than bowing to this neo-colonialism of the 21st century, Niue has sought to modify the current arrangement in order to: (a) clearly establish the rights and responsibilities of national sovereignty in regard to the ccTLD; (b) ensure its use is in conformity with public policy objectives; and (c) enhance the revenue generation from the use of a national asset. The matter could easily have been resolved if IUSN had cooperated from the outset. IUSN and NDL have resisted all efforts to resolve the matter amicably. As well as requests for information being ignored or denied, they have also waged a totally inappropriate public relations war and have attacked the members of the NITC, as well as the GON in general, in the press.[i] At times IUSN claims to own the name and all economic benefit from its use and, in a strange twist of logic, point to the phrase in RFC1591 – *" Concerns about "rights" and "ownership" of domains are inappropriate. It is appropriate to be concerned about "responsibilities" and "service" to the community."* – to try and convince the GON that it does not have sovereign responsibility for the domain name.

Consequently, Niue took action that was intended to:

seek re-delegation of the registry to the NITC,

formalize a contract with IUSN, or obtain a different operator for the registry via a procurement activity,

establish a "mirror site" for its registry,

establish a shared registry,

separate the Registry functions from the Registrar functions, and

authorize additional Registrars.

While no authorization was ever given to IUSN for additional registrars to be created, and certainly not to NDL, the GON communicated to NDL that it would recognize existing registrars under a grandfather clause. However, the existing registrars (including NDL) would need to sign a contract with the GON, in lieu of the contract they have with IUSN (or with NDL). If NDL prefers to keep those other registrars as part of its sales force rather than as separate registrars, that was deemed acceptable to the GON as long as all pertinent ICANN guidelines and Niuean laws are adhered to. Otherwise, any Registrar who does not sign a contract with the GON will not be allowed to enter names into the registry.

There are serious concerns over what appears to be less than an arm's length relationship and what has been ceded to NDL without authority. For example, with respect to additional registrars, they state NDL created the necessary shared registry, not IUSN. It is vague as to who has signed up more than 40 additional registrars – IUSN or NDL. If it is NDL, then under what authority have they acted?

It is the intent of the NITC for its actions to result in a contract that is fair, firm, equitable, and enforceable - to replace the loose and inappropriate MOU. In its present form the MOU is neither acceptable nor enforceable. The contract will establish the rights and the responsibilities of the registry manager, as well as providing them certainty against arbitrary Government action. Given the initial service provided by IUSN, the NITC was willing to consider that the initial fixed term contract could be assigned to IUSN and that IUSN would be able to bid on succeeding contracts, as would any other capable party.

Given IUSN's intransigence, ICANN has been requested to re-delegate the registry to the NITC, which will then contract with a technically capable registry operator for the day-to-day management. The agreement will also establish guidelines for the representation of Niue's interests in international organizations or Internet governing bodies, such as the ITU, APNIC and ICANN. The contract would further stipulate that Niue has the right at any time to name other persons/entities to be Niue's representative(s).

GAC participation

Niue has participated in meetings of the Governmental Advisory Committee (GAC) of the Internet Corporation for Assigned Names and Numbers (ICANN). In that forum Niue has

worked closely with other countries in developing a set of best practices and principals to guide the relationship between a country and its registry manager and to delineate the responsibilities of the registry manager. In many regards Niue is representing not only its own concerns, but also those of other developing nations around the world. Niue has put a proposal to the to its Pacific Island neighbors (via the Forum Secretariat) to organize a future joint representation facilitated by Niue's continued attendance. The joint representation would be similar to the EU presence at the GAC.

Niue has based its re-delegation efforts on the GAC principles. It is clear that if such a re-delegation request is rejected, it could also be viewed as a rejection of the GAC principles. Niue is not willing to have the result of negotiation be a continuation of the status quo.

On-Island activities of IUSN

Many statements and press releases have been made by IUSN and NDL, regarding NITC, that have been inflammatory and destabilizing to the local political environment. IUSN has used the Administrative Contact's (Guest) local publication (Niue Economic Review) and his regional media contacts to attack the GON. Similarly, IUSN has frequently spammed the local Internet users concerning their anti-government sentiments. These activities are obviously inappropriate actions for the Registry Manager to undertake and do not represent serving the local community. In general, the NITC has refrained from comment or response given the GON's desire to have a non-confrontational and cooperative resolution.

Much of the history of the current dispute revolves around the issue of a return of fees representing 25% of gross domain name sales to Niue. Indeed, the original intention of the GON was to enter into a contract that ensured the actual return was both enforceable and verifiable. As part of the subterfuge put forth by IUSN and NDL under the management of Wm Semich, they have stated that

"Decisions on how to allocate the 25% share of revenue from .NU Domain name registrations which is set aside for Internet development, Health, Education and Library use in Niue, are made by a five-member Advisory Council in Niue, including professionals from the Education Department, Health Department, Library, University of the South Pacific, and Chamber of Commerce. Under the terms of its agreement with IUS-N, the Government of Niue also attends meetings of the Council as an observer, and for information exchange."

Firstly, who does IUSN believe is the Government advisor? The Government has stated it has no official advisor associated with IUSN, and has not/does not attend any meetings. In fact, it is not informed of meetings. Individuals who participate in the advisory council state they are not consulted on any expenditure of funds. These advisors have filed affidavits clearly showing that there is no real community involvement since the Council has no effective say in the allocation of funds. Indeed, reports suggest that the Advisory Council is merely a puppet organization dominated by Guest and St. Clair. It should be noted that meetings were held only after the NITC began requesting information from IUSN.

It is the strong belief of the GON, underwritten by local legislation, that the Government represents the voice of the community and should therefore be the entity that determines the developmental priorities for application of financial proceeds from a sovereign resource. Furthermore, the Council does not represent an open public organization, rather it is a handpicked body consisting primarily of parties sympathetic to IUSN through predominantly relational ties.

Secondly, the issue of a 25% return to Niue has never been subject to scrutiny via an open presentation of financial records. This is true both from the GON's perspective, as well as from the Council's. The treasurer, Mr. Guest, denies any real knowledge of the financial status of IUSN. Nevertheless, the definition employed by IUSN in relation to the 25% return constantly changes. Initially, it was a straight 25% of gross domain names sales revenue; then it became a voluntary contribution of 25% of net domain name sales revenue; and most

recently it is 25% of the license fee (approximately US$200,000) paid by NDL to IUSN. This fluidity in interpretation is one of the fundamental reasons why the GON requested the presentation of relevant material and the negotiation of a contract that would clearly define the roles and responsibilities of each party.

Re-delegation request

Niue's ccTLD, .nu, is viewed as a sovereign national asset, as stated in national legislation, and should therefore be managed in conformity with national developmental priorities. Additionally, .nu's use also reflects upon the country and its citizens. In both these instances, the GON is the duly elected body that represents the interests of the community of Niue and is charged with the responsibility for the economic and social development of the country.

The GON's request for re-delegation incorporates many issues based both on the concept of sovereignty, as well as in respect to the principles of RFC 1591. The documents provided to ICAN with the request for re-delegation demonstrate the substance of IUSN's abuse of their position as domain name registry manager and their hostile actions towards the duly elected GON. With the exception of pornography issues, the marketing effort of the registrar NDL was generally viewed as acceptable. However, NDL is affectively acting as registry without GON approval and this is not acceptable, nor is the authorization of other registrars over whom the GON has no oversight or control.

2. BASIS FOR REDELEGATION REQUEST

1.1 RFC 1591

1. Equitable, Just, Honest, Competent

IUSN service to the Local Community has not been suitable.

Significantly interested parties agree they are not acting in best interest of community. Petitions have been presented from every Village, every Church and from virtually every Member of Parliament, on both sides of the aisle, calling for the re-delegation.

More than just technical competence is at issue. Even if they remedy their breaches of RFC 1591, it is not sufficient. Actions of the last three years have destroyed almost any ability to work with them as registry manager. They have utilized their position to attempt destabilizing the local situation to suit their own ends. They have made attacks on Government and individuals. They have refused to provide information required by Niuean law, stated they would never cooperate, never provide information, and never communicate until the domain was re-delegated.

Refusal to follow legal directives and laws of Niue. With Mr. Semich living in Boston, without the assistance of the United States Government, there is no effective lever that can be used to ensure compliance.

As part of their attempt to portray the 'service to local community' they have falsely stated that they provide free Internet service and provide 25% of revenue to local community. This is false. The Government has been subsidizing the IUSN communications line as they refuse to honor the payments agreed to previously and are in arrears. They have used their position as ISP to spam the end-users with an uncompromising publicity campaign built on hostility towards the Government. The lack of security and the spottiness of service are such that the Government has begun steps to re-institute its own Internet connection for email service. Note that the Government must do so via a .com name as IUSN claims it owns gov.nu and will not relinquish it.

Since they refuse to release any financial information, it is difficult to determine what 25 % means in real terms. IUSN signed an exclusive contract with the for-profit company owned by William Semich in Boston Massachusetts - Nu Domain Ltd. This is less than an arms length deal, and the date of the contract signing is questionable. However, this contract cedes economic rights that did not convey with the technical administration delegated by IANA.

IUSN is limited to 25 % of revenues. The funds are only available to IUSN itself and not to the Government for IT infrastructure building or provision of services to the population. In fact, the funds go primarily to pay for the salaries of Guest and St Clair, sometimes at rates that exceed the salary of the Prime Minister. Not only have they not provided 25% to the community. IUSN would not set up a web page for the local high school although their cost would have been only $50-60NZ per month. After Nit's request for re-delegation was filed, then IUSN began an effort to donate $14,000 to the High School in an attempt to buy favour. Since 1997, they have failed to train even a few IT workers.

Internet service was provided 1 hour per day until NITC began questioning their actions in general. IUSN then raised it to 2 hours per day to curry favor.

The GON is even thwarted in properly establishing its own email service since IUSN registered gov.nu to itself. Beginning in 1998 the Government started making requests to have the technical and administrative contacts for the gov.nu transferred to its proper representatives. IUS-N has refused to do so, forcing the government to use a .com name for receipt of mail. They have also blocked access by the government to its own web pages and then attempt to use the lack of changes on the government page as proof that the government cannot manage its own Internet affairs.

1.1.2 Equitable Domain Assignments

Warehousing of, or speculation in, domain names by the registry. IUSN has hoarded many of the names that would be desirable from an island perspective, e.g.: niue.nu, niueislands.nu , whats.nu, etc.

Even worse is their insistence that they own 'gov.nu' and their refusal to return control of the gov.nu name to the GON. They have refused since 1998 to modify the technical and administrative contacts in the domain name record

In 2001, after 4 years of operation only 4 domain names had been registered to people or /businesses on island, while more than more than 60,000 had been registered to outsiders. Since that time, NDL has blocked efforts to ascertain the number of registrations to Niueans and to off-islanders.

So many restrictions are placed on the 'free service' that it is impossible for small local business to use it to develop e-commerce via the web. The rates for commercial service make it impractical for any local island business to participate.

Refusal to permit duly authorized and accredited registrars to participate in the Shared Registry system.

Undesirable Activity:

Pornography – Various international groups advised the Government of Niue that its domain name was being used extensively for pornography sites. There were so many .nu pornography sites that the .nu domain had obtained a reputation as a preferred domain name for pornography.

Child Pornography: NITC also received reports from a New Zealand agency to which NZ citizens have complained. It was determined that a search for young & sex leads to nu domain registration page. Upon further investigation they found multiple child pornography sites registered with the President and CEO of IUS-N and Nu Domain Ltd –J. Wm Semich as technical contact. The listing of J Wm Semich as the Technical contact is disturbing for either of two reasons. If he is knowingly the Technical Contact, that would be even more distressing to the island community than the situation already is. Alternatively, the manner in which the registry is being managed is such that NU Domain does no verification of the contact information nor of the DNS servers used. It is wilfully and woefully so lax that anyone can register any name for any purpose. It is for reasons such as these that the Government must insist on oversight in the manner in which its domain name is being used.

NDL and Mr. Semich refused to discuss such sites with relevant Niuean and New Zealand government agencies that called with issues regarding such names.
Upon question and complaints, IUSN blocked access to the sites from the island so that it appeared the issue was resolved when in fact it was simply hidden from the local community while the activity continued.
Political Agitation
Hacking of Government site by IUSN. After IUSN registered the gov.nu name to itself, it established a web page that ostensibly was for the Government to use to communicate to the citizens and the world. After the Government posted material unfavorable to IUSN, IUSN modified the page. IUSN – when told to cease and desist, IUSN said they thought it would be ok to do so. IUSN then discontinued support of the government web site. They have password protected the Government web page site and refuse to disclose the password. This blocking, and their insistence they own gov.nu, have effectively cut the GON off from the use of the Internet to conduct official business and as a medium of communication with its own citizenry.
Spamming – using list of their customers to send out political statements and tirades about and against the Government.
The supposed Administrative Contact continually acted in a fashion designed to destabilize the Government. Attacks against the Government via the Internet were frequent and designed to have the most disruptive impact possible.
Threats
To Government – IUSN has stated it will take the ISP and registry away from the island and do registrations elsewhere still using .nu. Niue is told to capitulate or that it will receive nothing.
To Local community – if NITC persists, they threaten to terminate the Internet connectivity to the community. The GON intends to create its own ISP to ensure on-going service and remove the IUSN ability to use Internet connectivity as a bludgeon.
Personal Threats were made against Island representatives
Richard Duncan (Economic Advisor)
Toke Talagi (Minister of Telecommunications)
Advice to Government:
Richard St Clair- He was first a Peace Corps volunteer to Niue and then a consultant / advisor to the GON. There is a great question of Conflict of Interest and whether there was unethical behavior in his advice to the GON regarding arrangements that should be made regarding Mr. Semich and the domain name. After the GON took his advice, he immediately left the GON and went into partnership with Mr. Semich.
When Government found its own independent advisor, Nu Domain complained and said only they should provide advice.
For their pretend Advisory committee, the IUS-N appointed people in private citizen role, who also work for the Government. IUSN then claimed they have Government approval and oversight of action. The Government office named in the MOU was never informed of meetings nor invited in any manner to review their actions. Affidavits from the citizens involved make it clear that the one meeting held in 18 months was only to have a forum to attack the Government.
Stability of Internet (Sect 5)
Use of alternate (Scandinavian) character sets and encoding schemes were producing problems for Scandinavian ISPs, who complained to ITU, Swedish Government, and to NITC. IUSN and its affiliated company Nu Domain seemed more interested in pushing their commercial interest in a software package and not in Internet stability. Their use of encoding was in conflict with trials underway in Asia.

Refusal to discuss mirror sites and backup issues with NITC, "until re-delegation occurs".

3. Violation of National Law

1.3 Telecommunications Act of 1998 and the Communications Amendment Act 2000.

IUS-N has steadfastly refused to comply with the laws of Niue and to follow the directives of the NITC, as required by the cited laws. They have done so wilfully and spitefully.

Their non-compliance has made them subject to fines of $1,000,000 USD. However, the fact that they are headquartered in the US and that ICANN controls the root servers makes it difficult for court actions to be enforced. The Government of Niue has requested that the US Department of Commerce take action against IUS-N, and its affiliate Nu Domain Ltd. The GON needs relief from the 21st Century colonialism to which Niue has been subjected, due to the actions of the Government of the US and its appointed representatives such as Jon Postel. Continuing lack of action by ICANN and its maintenance of a colonialism that is contrary to Niue's sovereignty has placed great stress on the fabric of Niuean life and the fortunes of a small Pacific Island Nation.

1.3 Anti-Pornography

i. Niue has existing laws against pornography and has concurred with International efforts to reduce the availability of such material. The utilization of its domain name as a pornography haven was seen as an insult to the local community. IUSN refused to apply any degree of responsibility for review of the names registered or does not understand technically how to do even a simple search through their own registry database. Neither is acceptable for the manager of a registry.

Administrative Contact within the country

a. The person named as Administrative contact, Mr. Stafford Guest, has denied that he has any involvement in the management of the ccTLD. He has denied that he has any authority or responsibility to communicate with the Government regarding the domain name. Although he is also Treasurer of IUSN, he has denied any knowledge of the financial affairs or status. This eliminates any possibility of meaningful dialogue with the supposed Administrative contact, in clear violation of the letter and spirit of RFC 1591.

Conclusion

Through the NITC, which is the appointed representative body of the GON, efforts have continued to attempt to bring the other parties to the discussion table. However, the GON no longer allows IUSN's refusal to talk, and their obstinate behavior, to delay the actions that must be taken to ensure that a Niuean national asset is properly delegated and managed. The day-to-day operation must be done under a contract that clearly establishes the roles and responsibilities of the operator. It will also be a contract that makes it clear that the ultimate authority rests with the government. Mr. Semich, the head of IUSN and NDL, has made it clear that the only contract he is willing to sign is one that gives him the Government of Niue's legal blessing to ignore ICANN regulations. When the GON stated unequivocally that it would not do so, negotiations ceased. Niue has been waiting almost three years for ICANN to take action on its request for re-delegation.

Annex H. Evaluation of ADB-Funded SchoolNet Pilot

TA No. 4305-SAM: Supporting the Samoa SchoolNet and Community Access Pilot Project			Amount Approved: $600,000 Revised Amount: $655,000	
Executing Agency: Ministry of Finance (MOF)		Source of Funding TASF	Amount Undisbursed: $31,312.73	Amount Utilized: $623,687.27
TA Approval 19 Dec 2003	TA Signing 16 Feb 2004	Fielding of First Consultant: 14 Mar 2005	TA Completion Date Original: 31 Mar 2005 Account Closing Date Original: 31 Mar 2005	 Actual: 31 Jul 2007 Actual: 21 Aug 2008

Description: The TA supports application of information and communication technology (ICT) to improve quality of education and teacher support in Samoa. It also supports Government ICT policy to ensure access to ICT by all Samoans and improved rural access to basic services. Despite Samoa's achievements in education, the quality and efficiency of education remain wanting. Variations in student's learning achievements and opportunities remain significant, especially between urban and rural areas. Samoan children who live and work outside Apia are physically isolated from those at the capital, contributing to inequitable education outcomes. Well-trained teachers with adequate teaching skills are in very short supply in rural areas. Teachers in rural areas are often not able to travel to Apia to take advantage of ongoing in-service training and refresher courses there. Exposing ICT to students and teachers in rural areas would enable them to access the materials and resources available to their counterparts in Apia and create a better, more interactive learning environment. Employment opportunities (in Samoa and overseas) also increasingly require ICT exposure and computer literacy to be competitive and to move up the job ladder.

Expected Impact, Outcome and Outputs: The TA sought to contribute to social inclusion and poverty reduction, especially in the rural areas, by improving connectivity and – through it – education, governance, health, and access to the Internet. The expected outcomes were to (i) improve quality and efficiency of education in Samoa, and (ii) enable access to global information. The key intended outputs of the TA were (i) demonstrating the applicability of SchoolNet and Community Access Program (CAP) approaches for Samoa, (ii) implementing plans and policies SchoolNet and community access facilities, and (iii) improving the teacher training curriculum and materials for distance learning. The TA intended to provide distance education facilities and curricula to teachers in remote outlying areas where they normally would not have a chance to upgrade their skills and knowledge. It also aimed to provide students with necessary skills and new access to information. Five pilot schools, including one primary, were supported under the TA.

Delivery of Inputs and Conduct of Activities: *Timeframe*: Closing of the TA was extended by 33 months (until 31 December 2007) from its original date. Reasons for implementation delays included (i) time taken to identify a suitable connectivity model; (ii) initial lack of Government commitment on funding recurrent costs; (iii) delays in delivery and commissioning of equipment and services; and (iv) low ICT absorption capacity and competencies among teachers and communities. *Formulation*: The TA design sensibly assumed a phased and holistic approach to adapting and demonstrating how 'SchoolNet' could work in Samoa. The one-year timeframe, however, was too short for the concept to pan out and to effectively prove and 'sell' the potential of SchoolNet to schools and communities. Although systems and models were established, and some baseline data collected, there was not enough time to 'test' and meaningfully evaluate the outcomes of the pilots on their effectiveness for scaling-up. The bulk of consultants' time and effort went into setting-up and commissioning hardware equipments/ systems, which undermined more emphasis on aspects such as training, management and sustainability models, and community buy-in which are critical to the concept of 'SchoolNet' and for its effective demonstration in Samoa. Assumptions relating to self-sufficiency were felt to be ambitious in the short-term. Some indicators from the TA design were unrealistic and required long term in nature. *Inputs:* The TA recruited 9 person-months (pm) of international and 10 pm of national inputs through a firm, covering expertise in ICT, communications engineering, training of trainers, and social development. During TA implementation, an increase of the fund from the original TA amount of $600,000 to $705,000 was approved; this amount was later reduced due to partial cancellation on 25 October 2007 to $655,000. *Performances:* Performance of the **consultancy firm** was considered generally satisfactory despite the slow start. Submission of reports was timely and their quality was satisfactory. The EA appreciated the inputs and outputs by the TA team. The TA was implemented in a consultative manner with key stakeholders. **ADB's** performance was also considered satisfactory. Staff conducted timely reviews of the TA and shared lessons and accomplishments with other stakeholders, including donor partners. Recruitment of the consultancy firm could have been timelier, as the firm was fielded only a year after TA signing. Performance of the EA was also satisfactory. A counterpart Project Manager was provided for the TA. MOF and the Minister for Ministry of Education, Sports and Culture (MESC) fully supported the SchoolNet concept. Concern, however, was raised regarding lack of engagement from MESC in certain areas. The non-engagement of Curriculum Materials and Assessment Division (CMAD) at MESC during TA implementation compromised feasibility of the TA's training-of-trainer approach.

Evaluation of Outputs and Achievement of Outcome: The project showed that a well developed ICT network can support and enhance the quality of basic education in Samoa. However, the TA is felt to be only *partly successful* in its achievement of intended outputs and outcomes. In terms of the 3 key outputs for the TA, **(i)** the applicability of SchoolNet was demonstrated in Samoa. However, the appropriateness of the model developed for up-scaling in Samoa may be questioned. For instance, the equipment supplied need to be reviewed for their appropriateness in rural areas. The requirements for system management may be considered an over-kill or too heavy-handed. Selection of technology/

equipment should have taken better account of their energy-intensiveness (e.g. schools' energy budget), additional overhead costs (e.g. for air-conditioning), and other high-standard requirements (such as for good connection standards to continually update virus software). The **connectivity model** was re-designed during implementation, following introduction of 3G and wireless broadband licenses in Samoa, to include a hybrid model with combination of wireless for 2 schools in Apia and MESC and dial-up for 3 rural/ semi-urban schools; the dialup was included as an interim solution as wireless range was not available in remote areas. Establishment of any connectivity was needed to demonstrate the potential of SchoolNet with real-time networking and information sharing. ADB review missions during school visits found that the dial-up connection in rural areas did not work. At least one of the pilot schools in Apia given wireless connectivity has also switched to dial-up connectivity due to indicated high costs and unreliability of wireless. Effective connectivity for rural areas remains an ongoing challenge. With regard to community access, development of the **CAP** aspect lagged and could not be realistically developed in parallel to the schools. At the school level, school officials tended to lock up the equipment in fear of damage or loss, which made community access difficult. Computer use by students was too restricted to achieve the purposes of the SchoolNet. **(ii)** The draft framework for management of SchoolNet and Community Learning Center (CLC) was developed, although commitment from schools and community on the CLC was limited. Only 2 out of 5 schools submitted draft management models. Relying on schools for maintenance was not realistic, and there was a need to search and build capacity within the community regarding this. **(iii)** SchoolNet pilot provided limited capacity development for MESC staff and teachers in pilot schools. The design of the training program was significantly compromised by delays in procurement and equipment commissioning. Given the limited time and scope of the project, the teachers and administrators were not fully trained in e-learning and e-training and received limited general IT support. Similarly, the systems and approaches for distance facilities were established but there had not been time to develop it further. A major issue highlighted during wrap-up was sustainability of the TA in the absence of specific earmarked resources and a strategy to sustain the SchoolNet initiative.

Overall Assessment and Rating: Overall, the TA is rated as *partly successful* given the above-mentioned reasons and the limited timeframe for implementation. Without further assistance, the project objectives could not be fully achieved or be sustained. The lack of appropriate solutions to connect students and teachers in rural areas undermined project's particular emphasis on social inclusion for *rural* areas and delivery of assistance to where it was needed most. However, a critical achievement under the TA was its ability to demonstrate to Government the potential of the SchoolNet concept for Samoa. Following completion of the pilot project, the Government confirmed its commitment to expand the pilot project and requested a $5.9 million grant funding from ADB for the SchoolNet Project. The Project provides an opportunity to build on lessons learned in the pilot project and address some of the shortcomings there to expand on and realize its objectives and also improve its sustainability prospects. Under the Project, Samoa will be the first Pacific developing member country to provide universal access to ICT-based instruction and Internet access to all secondary schools.

Major Lessons: Major lessons learned included the following: (i) ICT projects, involving constant changes in technology should be designed incorporating a flexible approach. (ii) To successfully deliver SchoolNet, adequate time should be allocated. (iii) Effective implementation of education initiatives at the school level is of central importance and requires special attention in management, processes and overall education culture and skills. (iv) Providing only computers to schools has little impact on teachers' competencies and students' learning outcomes; this should be accompanied by well-planned short and medium term staff development plan and development of e-teaching and e-learning resources. To have impact on learning significantly more capacity development is needed at the school level. (v) Schools provide a focal point in most communities and are best location to maximize the impact of ICT interventions. (vi) Communities are reluctant to take ownership because of sustainability concerns. There is a need to provide more community awareness and management capacity support to empower schools and communities to develop and implement sustainable management models. (vii) The major issue concerning the application of ICT in rural areas is financial sustainability, where the cost of access is higher than urban areas. (viii) Effective connectivity for rural areas remains a challenge. (ix) Selection of technology should take better account of their energy-intensiveness and additional costs and other high-standard requirements. (x) SchoolNet requires specifically earmarked resources and a supporting strategy to sustain the initiative. (xi) SchoolNet is opportunity to apply Government policy commitment to integrate ICT into education. Proper integration of SchoolNet with ESP II is crucial for success and to achieve broad-based sector wide benefits.

Recommendations and Follow-Up Actions: The following are recommended for follow-up under the SchoolNet Grant project: (i) Reassess lessons from the SchoolNet pilot schools -- As part of groundwork under stage 1, the model developed under the SchoolNet pilot project should be revalidated and updated on lessons. School-level demand for ICT and common constraints in meeting running costs should be carefully reviewed for potential solutions. Any changes in learning outcomes in the Pilot should also be assessed. (ii) Place more emphasis on community-related aspects – There seem to be no workable model yet for community access and management. This aspect should be strengthened based on good formative research and consultations. There should be a clear and easy-to-understand framework on costs and benefits of establishing and maintaining learning centers for communicating to schools and communities. (iii) Improve rural area connectivity – Improving rural area connectivity is a challenge. Dial-up currently appears as the only option, and the challenge is how to make this work better in the meantime. To address lack of administrators, students and community members can also be trained as administrators to maintain computer labs (rather than relying only on teachers). MESC should work closely with Ministry of Communications, Information and Technology (MCIT) and look at existing solutions from the experience of 'telecenters' in rural areas, including strategies on cost savings and cost recovery for long-term maintenance. SchoolNet should forge partnerships to pilot new technologies to improve rural schools' connectivity, especially with ongoing regional initiatives such as RICS (SkyNet) while also considering other options such as GPRS technology. (iv) Ensure that training is relevant and effective – All training (including e-learning, SchoolNet management, community awareness, and for school-level technical support) should be relevant and effective. Not only should appropriate content be developed but training designs and delivery styles should also be effective, culturally-relevant, customized for the appropriate audience. (v) Forge multi-sectoral government partnerships – MCIT/ National ICT Secretariat should be a key active partner in SchoolNet. MESC's capacity could be supplement with MCIT's in management and maintenance of the SchoolNet system. Guidance from both MOF and MCIT is important to help MESC and SchooNet keep apprised of latest technology developments as well as relevant regional/national initiatives of Development Partners.

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