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The views expressed in this report reflect the opinions of the authors and not necessarily the official views of the United Nations.

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Babar Sobhan and Wilco Liebregts

ACRONYMS / ABBREVIATIONS

ADB	Asian Development Bank
AUSAID	Australian Agency for International Development
CCA	Common Country Assessment
CDM	Country Development Manager
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organisation
CPD	Country Programme Document
CPAP	Country Programme Action Plan
CRC	Convention of the Rights of the Child
CROP	Council of Regional Organisations of the Pacific
DAW	Division for the Advancement of Women
DHS	Demographic Health Survey
DOCO	Development Operations Cooperation Office
EC	European Commission
EEZ	Exclusive Economic Zone
EU	European Union
FAO	Food and Agriculture Organisation
FSM	Federated States of Micronesia
GBV	Gender Based Violence
HACT	Harmonized Approach to Cash Transfers
HDI	Human Development Index
HIES	Household Income and Expenditure Survey
HOPS	Heads of Planning and Statistics (Pacific)
HPI	Human Poverty Index
HRBA	Human Rights Based Approaches
IATF	Inter-Agency Task Force
ICPD	International Conference on Population and Development
ILO	International Labour Organisation
INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
ITAF	Inter-Agency Task Force
JPO	Joint Presence Office
JSM	Joint Strategy Meeting
KDP	Kiribati Development Plan
LDC	Least Developed Country
MCPD	Multi-Country Programme Document
MDGs	Millennium Development Goals
MDG-TF	Millennium Development Goal Trust Fund
M&ETWG	Monitoring and Evaluation Technical Working Group
MOE	Ministry of Education
MSI	Mauritius Strategy for mplementation
MTP	Medium Term Plan
MTR	Mid-term Review
MTSP	Medium Term Strategic Plan
NDP	National Development Plan
NGO	Non-Governmental Organisation
NHRI	National Human Rights Institution
NPC	National Planning Commission
NRA	Non-Resident Agencies
NZAID	New Zealand Aid for International Development
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OG	Outcome Group
OHCHR	Office of the High Commissioner for Human Rights
OSAGI	Office of the Special Adviser on Gender Issues and Advancement of Women
PHT	Pacific Humanitarian Team
PICTs	Pacific Island Countries and Territories
PIFS	Pacific Islands Forum Secretariat
RBM	Results-based Management
RC	Resident Coordinator
RCO	Resident Coordinator's Office
RCM	Regional Coordination Mechanism
RMI	Republic of the Marshall Islands
SIDS	Small Island Developing States
SMART	Specific, Measurable, Achievable, Realistic, Time-bound
SOPAC	Pacific Islands Applied Geo-science Commission
SPBEA	South Pacific Board for Educational Assessment
SPC	Secretariat of the Pacific Community
SPREP	Secretariat of the Pacific Regional Environment Programme
SWOT	Strengths, Weaknesses, Opportunities and Threats
TCPR	Triennial Comprehensive Policy Review
TOR	Terms of Reference
UN	United Nations
UNAIDS	UN Joint Programme on HIV/AIDs
UNDAF	United Nations Development Assistance Framework
UNDAC	United Nations Disaster Assessment and Coordination
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCAP	United Nations Economic and Social Council for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNGASS	United Nations General Assembly Special Session

UNHCR	United Nations High Commissioner forRefugees
VAW	Violence against Women
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNISDR	United Nations International Strategy for Disaster Reduction
UPR	Universal Periodic Review
USP	University of the South Pacific
WFP	World Food Programme
WHO	World Health Organisation
UNDP	United Nations Development Fund

Executive Summary

Background

The Pacific Sub-Regional UN Development Assistance Framework (UNDAF) is a multi-country framework embedded within national and regional development plans aimed at fostering the UN system's commitment to development initiatives. It was developed in 2006-07 with Pacific Island Countries (PICs), based on a review of national and regional plans, strategies and policies of the 14 PICs and regional bodies, and UN mandates and areas of expertise. It is made up of four priorities—Equitable Economic Growth and Poverty Reduction, Governance and Human Rights, Basic Social Services and Social Protection and Sustainable Environment Management.

Process

The Evaluation was carried out by a two person team over the course of 6 weeks from June to the end of July culminating in a feedback session with the UNCT. The methodology for the evaluation included a review of key documents (national documents, country programme documents, annual work plans and evaluation reports) along with key informant interviews with members of the UN Team (Heads of Agencies and Programme Staff) along with Government counterparts, development partners and a small number of NGOs.

Key Findings

Overall, the review found that the UNDAF provided a solid framework for the work of the UN in the Pacific and has achieved good results in a number of areas. However, this primarily reflects the impact of individual agency programmes rather than the UN system as a whole. At a collective level, the value added of the UN system (and by extension, the UNDAF) was less apparent. In particular, the UNDAF should do more to position the UN system as a regional actor and to reflect the considerable influence that the UN enjoys on a number of cross-cutting issues.

At the country level, the review found a mixed picture. For the five LDCs with their own results matrices, there appears to be growing alignment with national plans and important steps have been taken to integrate monitoring frameworks. For the 9 non-LDCs covered by the regional results matrix, however, the degree of alignment with the national priorities was not as strong and as a consequence the specific attribution and contribution of the UN to national results is not immediately apparent.

There are also concerns about how effective the UNDAF has been as a coordination framework especially during implementation. In particular, the UNDAF does not appear to have reduced the transactions costs of doing business with the UN. Although there are now some signs of more effective joint programming during the second year of implementation, the general perception of the UN however is that it is still quite fragmented in its work. On a more positive note, however, the introduction of Joint Presence Offices in 8 PICTs has been cited as a best practice. In the case of Kiribati, the UN has successfully developed a 'One Fund' that has mobilised US$1m and has helped catalyse important support in particular around strengthening monitoring of the Kiribati National Development Plan.

The emphasis on building strong relationships and a commitment to national ownership has been a defining feature of the partnership and has created a unique set of expectations and opportunities for the UN. There were generally high levels of satisfaction with the quality of support provided at the agency level (both within and outside the context of the UNDAF) and an appreciation of the technical expertise and access to international best practice available through the UN system. The UN was also seen to be well positioned to provide support to Governments in cross-cutting areas such as strengthening national statistical systems, mainstreaming gender equality, institutional capacity development and aid coordination, and supporting the development of capacity in governance at the highest national level.

To date, the UNDAF has been more of a 'pilot' initiative where UN organizations are learning to work together as 'One', and jointly with governments, regional agencies and donors. Important progress has been made, but there is still a considerable way to go. Given the large transaction costs associated with a significant overhaul of the current UNDAF, the MTR recognises that many of the recommendations will be fully applied during the formulation and implementation of the next UNDAF which will start in 2011.

Nonetheless, there are a number of more short-term adjustments are recommended for the remaining two years of the current UNDAF cycle and will help increase programme relevance and effectiveness, and lay the foundation of much greater national ownership of the next UNDAF. These focus on making the UNDAF more relevant to the partner countries and the region as a whole.

Short Term

- Continue enhancing UN inter-agency collaboration especially. around joint programming to strengthen agencies' ownership of and commitment to the UNDAF
- Develop advocacy strategy around joint UN initiatives ('flagship projects') at both the regional and national level to strengthen the collective brand and identity of 'One UN'
- Increase efforts to strengthen participation by specialized agencies by (a) mobilizing additional resources-through DOCO or Regional Bodies to facilitate stronger engagement in UNDAF processes and (b) encourage operational agencies to actively involve spe cialized agencies as technical experts.
- Given the impact of the global economic and food crisis in the region, the MTR recommends adding an additional UNDAF Outcome on Food Security under UNDAF Outcome One to capture the significant contributions of the UN system in this area.
- Provide more in-depth specialist support to countries—longer and/or more targeted visits by specialist technical advisors—rather than the current reliance on short term trainings and workshops that seem much less effective.
- The Joint Presence Office needs to become a more substantive face of the 'One UN'. JPOs should hold regular programme meetings and learning sessions and to look for opportunities for (a) coordinated work plans and (b) joint programming opportunities.
- Country Development Managers should play a far more prominent role in the overall coordination and monitoring of the UNDAF (country results matrices) as well as developing advocacy strategies and high quality country information
- Reduce reporting requirements on national partner agencies by accepting a single comprehensive an nualreport per sector on national project outcomes and the assistance received from all UN agencies
- The cost-effectiveness of country visits, especially to the northern Pacific, which consume significant programme resources also needs to be re-visited. This could be done by increasing the time spent in each country by UN staff and consultants and to widen or in crease tasks and responsibilities of the mission (for example, staff or consultants could bere quested to monitor other UN projects, provide support to the JPO/CDM or conduct training and awareness sessions on the UN and UNDAF and so on).

Medium Term

Over the medium term, the focus should be on integrating the learning from the last two years of the UNDAF cycle to the development of the new UNDAF which will come into effect in 2013. The main goal should be to ensure that national priorities anchor the development of the UNDAF and to ensure that the UN delivers focused and high quality support throughout the region. This will require a well designed and resourced planning process in which all UN agencies and countries, actively participate to develop and strengthen ownership.

- Ensure a deliberate and purposeful 'bottom up' design process of the new UNDAF.
- Ensure participation of all UN agencies in the development process of the new UNDAF to achieve joint and shared ownership that marries the operational capacities of funds and programmes with the technical expertise of specialized agencies.
- Ensure that projects are based on NSDPs and that UN programmes target the poorest of the poor.
- Continue capacity development of national and regional statistical services taking into consideration that the USP is well-positioned to assist with this process through human resource development and help ensure the improvement and sustainability these services.
- Strongly support national capacities in statistical interpretation skills to help determine the most appropriate targets for national support as well as development assistance (in conjunction with SPC).

- Use the institutional memory of long term regional and national staff—i.e. within the Pacific-based agencies—as well as external specialist expertise to advise on development strategies and targets.
- Identify and target key causes of national problems that help lessen needs, rather than targeting symptoms.
- Identify regional and sub-regional targets based on the analysis and interpretation of NSDPs.
- Ensure that programmes have a clearly measurable and sustained impact at the economy, and/or community-level.
- Develop a clear advocacy strategy to promote the UNDAF as the UN's main tool to assist the people of the PICTs.
- Improve the user-friendliness of communication with national partners to ensure that project documentation, implementation progress and outcomes are easier communicated and accepted.
- Consider developing schemes that (a) help address gaps in HR capacity at the national level, such as a 'Pacific Young Professional' scheme that promotes exchanges of recent graduates and at the same timepromotes greater awareness of other PICT environment and cultures; and a 'PICT Volunteer Scheme' that enables long term in-country support by skilled regional HR; and (b) a 'Mentoring' programme that supports in-country capacity builing by skilled and experienced specialists from the wider Pacific region in a medium to long-term advisory and training role in specific areas such as management of natural resources, tourism, research, trade, planning and statistics.

I. Introduction

1. The Pacific is an extremely diverse region made up of countries and territories with varying land size, population, natural resource base, economy and cultures. It comprises 15 Small Island Developing States (SIDS) and Territories: the Cook Islands, the Federated States of Micronesia (FSM), Fiji, Kiribati, Nauru, Niue, Palau, Papua New Guinea (PNG), the Republic of the Marshall Islands (RMI), Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu. Five of the countries— Kiribati, Samoa, Solomon Islands, Tuvalu and Vanuatu are considered Less Developed Countries (LDCs)—though inequality and vulnerability continue to be a challenge even in those countries defined as "well-off". [1]

2. The Pacific Sub-Regional UN Development Assistance Framework (UNDAF) is a multi- ountry framework embedded within national and regional development plans aimed at fostering the UN system's commitment to development initiatives. It was developed in 2006-07 with Pacific Island Countries and Territories (PICTs), based on a review of national and regional plans, strategies and policies of the 14 PICTs and regional bodies, and UN mandates and areas of expertise. It should be noted that Papua New Guinea opted out of the multi- country UNDAF and has subsequently become a "self-starter" One UN country.

> The 2005 World Summit outcome document approved by the General Assembly sets the bar for UNCT performance. Building on the results of the 2004 and 2007 Triennial Comprehensive Policy Reviews, the 2005 Paris Declaration on Aid Effectiveness, and the 2008 Accra Agenda for Action, the UN is now expected to demonstrate greater alignment with national priorities and country systems, harmonisation among development actors,including shared analysis, simplification, transparency and accountability in aid management for development results. The UNDAF is the main country-level component of global UN reforms to maximize goal-oriented development co-operation in support of the national development priorities. UNCTs are being asked to harness their normative and nalytic expertise, their advocacy, and their operational and coordination capabilities, through the participation of all UN agencies, to be more than the sum of their parts. The UN's contribution to country analysis and the UNDAF's contribution to the national development process are therefore means, not ends.

3. The Pacific Plan provides the over-arching framework for the UNDAF and the four identified UNDAF priorities or 'pillars'—Equitable Economic Growth and Poverty Reduction, Governance and Human Rights, Basic Social Services and Social Protection and Sustainable Environment Management. The UNDAF is grounded in the principles of human rights, gender equality, promotion of the MDGs, a rights-based approach to development and aid coordination and harmonization, in line with the Paris Declaration and the Pacific Principles on Aid Effectiveness.

4. UN agencies have developed a set of regional and country results matrices which set the direction for Multi-Country Programme documents (MCPDs) and Country Programme Action Plans (CPAPs). The biennial regional and country programmes and plans of Specialized Agencies are also broadly aligned with the UNDAF. To facilitate and enable the strategic implementation of the UN's contribution to National Development Priorities, Outcome Groups (OGs) and sub-groups—Gender, Monitoring and Evaluation, Youth, HIV Communication and Partner ships—were also formed and UN Joint Presence Offices (JPOs) were established in eight PICTs.[2]

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1 Samoa was scheduled to graduate from LDC status but this has been deferred due to the lasting impact of the 2009Tsunami. Graduation would impact Samoa's access to concessional loans from the World Bank and ADB, and would also result in the potential loss of access to the GEF LDC Fund and to the Integrated Framework for Trade Facilitation under UNDP-UNCTAD-WB-WTO. In some cases, LDC graduation also sees a reduction in UN core resource allocations.

2 Vanuatu, Solomon Islands, Kiribati, Tuvalu, Marshall Islands, Palau, Federated States of Micronesia and Nauru have Country Development Managers to oversee the management of the JPO.

1 .1 Key Objectives

1. Given the unique characteristics of the multi-country UNDAF, the UN Country Teams (UNCTs) in Fiji and Samoa felt that it was important to commission an independent review to assess how well the new approach was working and to suggest areas of adjustment that could be factored into the development of the new UNDAF scheduled to start in 2011.

2. The MTR was asked to provide an overall assessment of the relevance, effectiveness, efficiency, impact and coherence of the UNDAF as a delivery echanism to support national and regional development priorities. The MTR builds one Annual Reviews conducted in 2008 and 2009 as well as Agency reviews and reports. [3] The key objectives as outlined in the Terms of Reference (TOR) (see Annex) were as follows:

   - Determine the relevance and strategic positioning of the UNDAF programme to respond both to national develop mentpriorities, given the changing development environment including Cairns Compact, and emerging issues, in cluding climate change, at the national and regional levels, and UN priorities and core values, including human rights and gender equality;

   - Ascertain the status of achievement of results in the four outcome areas for PICTs, including non-LDCs; identify lessons learned;

   - Assess the efficiency of the UN's process and the quality of the UN's contribution for attaining national development priorities as outlined in the UNDAF goals and MDGs;

   - Propose changes to programming to realign the UNDAF programme to respond to achieving stated UNDAF goals and MDGs, focusing on more effective and efficient delivery of UN's contribution to development, as well as improved incorporation of cross-cutting issues such as human rights and gender equality, and provide Recommendations for strengthening the UN's overall performance and support to PICTs.

1 .2 Scope of the Review

1. The TOR was developed by the M&E Technical Working Group (M&E TWG) with inputs from agencies and the UNCTs from Samoa and Fiji and reflects the diversity of opinion about the efficacy of the currentUNDAF model. As a result, the TOR contains a few issues that would be better revisited during the end of cycle UNDAF Evaluation.[4] It was agreed the MTR should concentrate on identifying areas where the UN should focus and improve on in the remaining two years of the UNDAF cycle with a view to informing the development of the new UNDAF.

2. The TOR also reflects an on-going debate about the role of the UNDAF as a regional coordination tool against the more traditional focus on coordinating UN interventions at the country level in support of national priorities. Discussions with Heads of Agencies (HOAs) and the Outcome Groups suggest that the UNDAF is primarily a multi-country approach to UN Reform that encompasses regional as well as specific national interventions. However, the question of the positioning of the UN system relative to regional bodies such as the Pacific Islands Forum (PIFs) and other member agencies of the Council of Regional Organisations in the Pacific (CROP) among others and the extent to which the UNDAF can or should fill that function does bear further exploration.

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3 In 2008, joint UNDAF annual reviews with PICT governments were undertaken in the 5 LDCs—Kiribati, Samoa, Solomon Islands, Tuvalu and Vanuatu. Scaled down reviews were also held in FSM, Palau and RMI. In 2009, the same joint UNDAF annual review process was carried out in the LDCs, with the exception of Samoa which was cancelled due to the Tsunami. Scaled down reviews were also held in four non-LDCs consisting of the three North Pacific countries and Tonga.

4 Under the new UNDAF/CCA Guidelines the Mid-Term Review (MTR) is no longer a mandatory requirement. This point has been noted by the METWG.

1.3 Methodology

1. The methodology builds on the guidance provided by the United Nations Evaluation Group and included a review of all key documents (regional and national plans, country programme documents, annual work plans, Outcome Group, ME TWG and annual review reports) along with key informant interviews with members of the UN Team 5 (Head of Agencies and Programme taff) Government counterparts (based on the suggestions of individual agencies), Development Partners, in particular AusAID, NZAID, the European Union and the Asian Development Bank (ADB) and a small number of NGOs (see full list in annex). [6] Due to difficulties securing appointments, it was not possible to cover the full range of partners but the Team is confident that the findings represent a fair assessment of the UNDAF as a strategic instrument for capturing the value-added of the UN system in the Pacific.

2. In the case of the country visits it should be noted that the time allowed—on average 1-2 days per country—and the fact that many key informants were not available limits the extent to which firm conclusions can be drawn on the basis of interviews. Where possible, these have been cross-referenced / validated from written reports and discussions with UN colleagues but this is unlikely to be exhaustive or definitive.

Questions for Semi Structured Interviews with Key Informants

- How has the UNDAF helped to provide strategic focus to the work of the UN system in support of national priori ties?
- Do you feel that the UN is now working more effectively with Government and in coordination with other donors in the country?
- Do you think that the UN system has aligned itself well against national priorities and can you point to examples of greater cooperation / partnership within the UN in support of these priorities?
- What are your views on the value added of the Joint Presence Office and the extent to which it has helped bring the UN system closer together?
- To what extent has the UN system demonstrated a willingness to use national systems—including aid coordination mechanisms and national statistical systems—in their work?
- How useful has the Annual Review process been for the Government? Is there strong national ownership or is it still viewed primarily as UN tool? Has the Review focused or identified areas of convergence where the UN can more effectively deliver as one?

3. Meetings were held with members of the M&ETWG, Outcome Groups, the Gender Group and UN Agencies-based in Suva along with a limited number of external partners during the first two weeks of the mission. Following the first round of country visits to Vanuatu,Solomon Islands, Kiribati and Tuvalu and the arrival of the regional consul tant, an inception report was deveoped to narrow the scope of the review to focus on 3 key issues:

- The extent to which the UNDAF (or UN system) was working more strategically and in suport of national develop ment priorities.

5 It should be noted that there has been a significant turnover in senior management among the various UN agencies that were a part of the original UNDAF formulation process in 2006-07 including new Resident Coordinators for both the Fiji and Samoa parishes.

6 It should also be noted that due to time constraints, the consultants only had limited input on the schedule of meetings (some of which was also determined by availability) and was wholly reliant on information provided by agencies or CDMs.

- Examples of greater cohesion—joint programmes, work plans and missions—since the launch of the UNDAF
- New opportunities and important challenges for the UN to address during the remainder of the UNDAF cycle.

4. The consultants were able to visit 10 PICTs covered by the UNDAF and a meeting was held with the Tokelau Liaison Office in Apia. However, it was not possible to visit Nauru and Niue due to logistical constraints. The consultants also met with a small group of national planners and statisticians at the biennial Heads of Planning and Statistics (HOPS) held in Nouméa,New Caledonia, The initial findings of the MTR were presented at a joint UNCT meeting in the third week of July. Comments from those present at that meeting have been reflected in this draft of the report.

1 .4 Challenges

1. The biggest limitation of the exercise was limited national ownership over the MTR. While the TOR was shared with national counterparts and comments [from two countries] were incorporated into the final draft, the team found that in many instances, the TOR had either not been read (due to its length) or not properly understood (perhaps due to the over-use of UN Jargon). A more concise version of the MTR might have helped generate greater interest and response from partner agencies. With the exception of the Cook Islands, it also appears that national counter parts did not play a significant role in organizing meetings at the country level. As a result, many participants were often unsure of the purpose of the meeting or did not feel sufficiently empowered to offer anything other than fairly broad and general observations about the UNDAF.

2. The recruitment of the MTR consultants, including logistical and contractual arrangements, occurred in a very short time which put added pressure on the exercise. The regional consultant started two weeks after the international consultant and the review team spent less than two weeks together to discuss ideas and compare notes. Given the vast volume of document of countries to be covered, further consideration should have been given for expanding the team or the time-frame to allow for a more in-depth review. However, this was acknowledged as not possible given the limited resources available.

3. The TOR listed a core set of documents to be referenced which were not available prior to the start of the assignment. Other documentation that proved to be useful only came to light in fits and starts. While certain groups, in particular the Gender and Monitoring and Evaluation Working Group(s), were able to provide comprehensive minutes, notes and reports this was not true across the board (in particular for Outcome Groups). This background information will be essential to enable Evaluation teams to better understand why and how certain choices were made during the design phase.

4. There has been a significant change in the composition of the UN in the sub-region over and above what would be considered standard levels of turnover. Furthermore, a number of agencies including UN WOMEN, UNISDR and ILO have either opened offices or significantly increased their presence in the Pacific since 2006-07. A brief conversation was held with the former Coordination Analyst in the Fiji Office who was able to shed some light on some of the discussions during the planning phase. However, it was not possible to get inputs from either of the former RCs though these were solicited via email. [7]

5. The implementation of the MTR took place under extreme time constraints and without the benefit of an inception mission. Due to the travel schedules of HOAs (and in particular the Resident Coordinators) and the hard deadline imposed by the HOPS meeting meant that it was not possible to adjust the data-collection period.

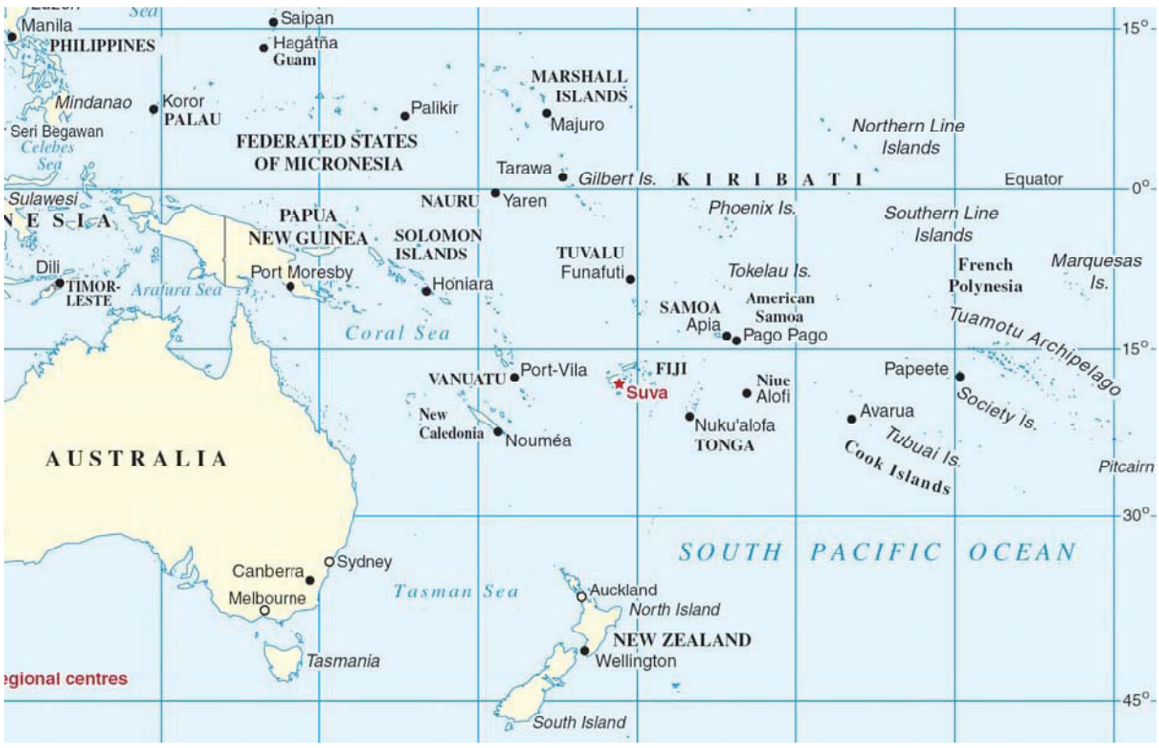
7 It should, however, be noted that the lack of feedback might also reflect an unwritten rule that colleagues on the ground should not have their work "second guessed".

6. Given the high turnover in the Aid Coordination Units, National Planning Units and Ministries in many PICTs, those staff that were involved in the formulation of the UNDAF were often not available. Thus the national institutional memory related to the UNDAF was short and this is reflected in the responses and findings. Similarly, the travel schedules of key government counterparts and the lack of sufficient time in- country meant that it was frequently not possible to meet key informants and where meetings were possible these were often on short notice. Where key informants were not available, a short written questionnaire was shared and the feedback has been reflected in the report.[8]

1 .5 Structure of the Report

1. The next two sections of the report go into more detail about the Pacific Sub-Regional Context and the UN's work in the region to provide a framework for the remainder of the discussion which will focus on four main areas: Relevance and Strategic Positioning (encompassing Design and Focus), Effectiveness, Efficiency before looking at Broader Issues and short and medium term adjustments that would help to make the UNDAF reach its potential.

II. Sub-Regional Development Context



8 The Chair of the M&E TWG suggested developing a questionnaire that would be circulated to all key stakeholders involved with the development of the UNDAF given the rapid turnover in government. However, while a short set of questionwas shared with some participants, a comprehensive survey was not conducted. However, the UNCT should seriously consider conducting a user survey prior to the Evaluation and the development of the new UNDAF cycle.

2 .1 Historical and Demographic Background

1. The Pacific region consists of the largest body of water in the world, over which a smattering of small island countries and territories have been distributed, grouped in micro and small countries. Most of the larger islands can be found in the southwestern Pacific; these are largely of volcanic origin, are mountainous, have fertile soils and relatively abundant in mineral resources. More to the north and east are many smaller islands,some of volcanic origin, and others whose origins are from raised seafloors. Of particular interest here are the atolls consisting of small tracts of infertile land surrounding a large lagoon, which are often only a few meters above sea-level.

2. The ethnicity, cultures, traditions and languages vastly differ among the Pacific island peoples, particularly in the Melanesian countries located in the southwestern Pacific, and the Micronesia region of the northwestern and central Pacific. In Vanuatu for example, a country with less than 250,000 people has more than 100 languages and cultures. The Polynesian countries in the south and eastern Pacific (and even extending to Hawaii in the north and New Zealand in the south) have a relatively greater ethnic and cultural coherence, even though they are the most geographically widespread.

3. The Pacific islands have a total population of 8.7 million people, 74% of whom reside in Papua New Guinea. Just over half the countries have populations of rewer than 100,000, and several have less than 10,000 residents with Niue the smallest with 1,625 inhabitants. The population is predominantly young with a median age of 21.3. Over half the population is under the age of 24 years and 20 per cent are between 14-20 years old.

Table 1: Basic Demographic Data for PICTs [9]

	Population 2009 Mid-year estimate	Medium Age 2009 (Years)	Land Area KM²	Exclusive Economic Zone KM² (1000s)	Population Density % of Total 2009/ KM²	Urban Population	Year
Cook Islands	15,636	26.1	237	1,800	66	72	2006
Fiji	843,888	26.5	18,272	1,260	46	51	2007
Kiribati	98,989	21.8	811	3,600	122	44	2005
Marshall Islands	54,065	18.6	181	2,131	299	65	1999
Micronesia (FSM)	110,899	20.5	701	2,978	158	22	2000
Nauru	9,771	21.5	21	320	465	100	2006
Niue	1,514	32.9	259	..	6	36	2006
Palau	20,397	34.1	444	629	46	77	2005
Samoa	178,869	20.2	2935	120	62	21	2006
Solomon Islands	535,007	19.7	28,370	1,340	19	16	1999
Tokelau [10]	1,165	23.0	12	..	97	0	NA
Tonga	103,023	20.6	650	700	158	23	2006
Tuvalu	11,093	24.2	26	1,300	427	47	2002
Vanuatu	238,903	20.4	12,190	710	20	21	1999

4. The Colonial Era arrived relatively late in the Pacific, with the exception of Spain which took possession of several island in the northern Pacific during the 17th century. In the southern, central and western Pacific

9 From: Sustainable Development in the Pacific: Progress and Challenges Pacific Regional Report for the 5Year Review of the Mauritius Strategy for Further Implementation of the Barbados Programme of Action for Sustainable Development of SIDS (MSI+5)

10 From: 2010 Pocket Statistical Summary, SPC, Noumea, New Caledonia

colonization took place during the 18th century, when Great Britain, France, the US and Germany began to take a more serious interest in the region. With a few exceptions, Great Britain, France and Germany took possession of the islands in the South Pacific, whilst Germany acquired many of the Micronesian islands in the north. Following World War I the German possessions were transferred into custody of Japan (Micronesia) and Great Britain (parts of PNG, Nauru and Samoa). The end of World War II saw many of the Micronesian islands transferred to the US Administration. The colonial history continues to have its impact as the laws and legal systems are based on systems established by previous administrators.

2 .2 Socio-Economic Context

1. The endowment of natural resources varies greatly between the countries. Of the larger islands, the Solomon Islands and Fiji (as well as PNG and New Caledonia) are relatively rich in natural resources, including mineral resources, forests and oceanic fisheries. In contrast, the Polynesian and Micronesian islands are generally small and are less endowed with natural resources. The main economic sectors in the region are tourism, fisheries, forestry, agriculture and for some of the larger countries, mineral resources. Remittances play an increasingly important role in the economies of the Pacific contributing towards economic growth and sustaining livelihoods, including meeting education and basic needs. Natural resources provide the mainstay for most Pacific island countries. Subsistence agriculture and fisheries are important determinants of food security, particularly in atolls where soils are generally poor and crop diversity is limited.

2. A number of factors including an overall weak fiscal situation, the impact of global externalities, notably oil-price in creases and the rising cost of transport and food continue to affect the efficiency and impact of national development programmes. Domestic rural to urban migration and the increasing problems of inadequate and failing urban infrastructure are also adversely affecting the ability and commitment of some Pacific island governments to implement the policies initiatives necessary to achieve the MDGs and improve human development. The combination of these factors alongside issues such as climate change—particularly the risk and mitigation of natural disasters and increasing concern over the future impact of a rise in sea-levels—and the growing threat of HIV/AIDS, are having profound effects on the longterm sustainability of some states. These issues set very profound and difficult policy agendas for human development in the Pacific Islands.

3. Economic growth rates in Pacific island countries have been generally low (2.3% in 2009; forecast 3.7% in 2010, Asian Development Outlook 2010) and, even when seemingly good, do not appear to have resulted in any noticeable reductions in poverty or inequality. Recognising that previous strategies have not yielded the expected growth, countries are having difficulty balancing competing national priorities with resource constraints, and enhancing the effectiveness of limited aid resources in order to produce better human development outcomes.

Table 2: Key Economic Indicators[11]

	Current GDP US million	GDP per capita (US$)	Real GDP Growth Rate (%)			Inflation Rate (%)		
	2009	2008	2008	2009	2010	2008	2009	2010
Cook Islands	183	10907	-1.2	-0.1	0.8	7.8	6.5	2.2
Fiji	3500	4 264	0.2	-2.5	1.2	7.8	5.0	7.0
Kiribati	114	804	3.4	1.5	1.1	11.0	9.1	2.8
Marshall Islands	161	2737	-2.0	0.5	0.8	14.8	9.6	1.7
FS Micronesia	238	2154	-2.9	0.5	0.5	6.8	2.9	2.2

11 Asian Development Outlook, 2010

	Current GDP US million	GDP per capita (US$)	Real GDP Growth Rate (%)			Inflation Rate (%)		
	2009	2008	2008	2009	2010	2008	2009	2010
Nauru	22	2396	1.0	1.0	0.0	4.5	1.8	1.8
Palau	164	8812	-1.0	-3.0	-1.0	12.0	5.2	3.0
Samoa	523	2988	4.8	-5.5	-1.0	10.9	5.7	3.2
Solomon Islands	668	1284	6.9	0.4	2.4	17.2	8.0	7.0
Tokelau								
Tonga	259	2891	1.2	2.6	1.9	14.5	12.3	6.1
Tuvalu	15	3213	1.5	1.0	1.0	5.3	3.8	2.3
Vanuatu	554	2388	6.6	3.0	3.5	4.8	4.3	3.0

4. A comparison between the 1998 and 2008 Human Development Index (HDI) index values and indicates that all countries, with the exception of Nauru and Palau, improved their human development indices over the decade. The ranking of the countries has changed only moderatelyapart from Nauru which has fallen by five places to tenth place. Of the others Samoa has risen by three places to fourth, replacing Fiji which slipped slightly to sixth place. In terms of the Human Poverty Index (HPI) indices over the same period, nine of the thirteen countries for which data is available show improvements in their levels of human poverty while four have worsened.

Table 3: HDI and HPI Values (1998 and 2008)[12]

	Human Development Index				Human Poverty Index			
	1998		2008		1998		2008	
Country	Index	Rank	Index	Rank	Index	Rank	Index	Rank
Cook Islands	0.822	2	0.829	1	6.1	3	3.7	1
Fiji	0.667	4	0.726	6	8.5	6	9.0	5
FS Micronesia	0.569	9	0.723	7	26.7	12	11.1	7
Kiribati	0.515	11	0.606	12	12.6	10	22.9	11
Marshall Islands	0.563	10	0.716	8	19.5	11	12.4	8
Nauru	0.663	5	0.652	10	12.1	9	15.0	9
Nieu	0.744	3	0.803	3	4.8	1	Na	na
Palau	0.861	1	0.818	2	10.8	8	8.2	4
Samoa	0.590	7	0.770	4	8.6	7	5.1	3
Solomon Islands	0.371	13	0.566	13	49.1	14	31.3	12
Tokelau					7.6	5	Na	na
Tonga	0.647	6	0.745	5	5.9	2	4.5	2
Tuvalu	0.583	8	0.700	9	7.3	4	9.2	6
Vanuatu	0.425	12	0.648	11	46.6	13	19.8	10

5. Together the HDI and HPI suggest that the state of human development and human povertyin the Pacificregion has been fairly stable. In general countries have not lost ground, exceptperhaps in Nauru, but neither have there been any really significant improvements. The weak economic growth prospects and the severe budget challenges that are likely to be faced by countries in the coming years mean that

12 UNDP Human Development Report 2009: Overcoming Barriers: Human Mobility and Development. New York: Palgrave Macmillan.

governments will need to give priority to policies that address human development conditions, including the MDGs.

2 .3 Millennium Development Goals [13]

1. PICTs have made notable steps towards achieving the MDGs but there is still a long way to go for some. At the end of 2009, a total of 9 out of 14 PICTs in the Pacific UNDAF region had already produced national MDG reports. The Cook Islands has recently produced its second national MDG report to help them assess the effectiveness of their policies in the Cook Islands National Sustainable Development Plan 2006-2010. A number of countries are now preparing reports for the upcoming General Assembly Special Session on the MDGs 2010 which will help to assess the state of progress and help countries to develop development targets in their next planning cycles and move forward to improve development performance.

2. With five years to go the prospect of some Pacific island nations falling short of achieving the Goals is very real. The overall trend is that the Polynesian countries have been performing relatively well, the Micronesian countries of the north Pacific are struggling to maintain gains in some areas and in some of the Melanesian countries, notably those where there has been conflict or civil/political tension, a reversal of development gains is being witnessed (see Annex for more detailed breakdown).

2 .4 Special Development Circumstances

1. Isolation has significant economic, environmental and social impacts on Pacific SIDS:

- Large distances, high fuel costs and low economies of scale makes the cost of developing and maintain ing infrastructure, such as transport and communications, prohibitively high. This also has a significant impact on service delivery (e.g. health and education) within islands;
- A small population base tends toward a narrow range of resources and skills, increasing the costs of public admin istration and limiting institutional capacity;
- Narrow markets for local products and dependence on international trade creates vulnerability to global develop ments as well as fewer employment and livelihood opportunities;
- Trade in remote locations is limited by high freight costs, infrequent transportation and marketing difficulties lead ing to increasing urbanization;
- The resulting rise in population density is placing pressure on resources and infrastructure, leading to problems such as overfishing, freshwater depletion, pollution, social problemsand increasing crime rates;
- Islands often exhibit high levels of endemism, characterised by many plants or animals indigenous to only one is land or area. The small size of these islands means that species have a relatively small population, leading to higher risks of extinction and a strong need for protection.

13 Source: Ajay Chhibber, Pacific Islands and the World: The Global Economic Crisis UNDP presented at the Lowy Institute for International Policy, Brisbane, August 2009

14 Fiji (2004), Cook Islands (I), RMI (I), Tonga, Vanuatu, Solomon Islands (2005); Tuvalu (2006); Kiribati, Niue (2007); RMI MDG report II (2008); and Cook Islands MDG Report II (2009).

2.5 Institutional Context

1. A number of inter-governmental organizations have been established in the region to facilitate and promote a more unified approach to regional issues. The main institution is the Pacific Islands Forum Secretariat (PIFS), in which all independent PICs are represented, as well as Australia and New Zealand. The PIFS is responsible to the Leaders of the member countries to coordinate regional issues and policies in regards to development assistance, trade, economics, security etc. It holds the chair of the Council of Regional Organisations in the Pacific (CROP), in which other regional inter governmental bodies are represented. These include the Secretariat for the Pacific Community (SPC), Secretariat for the Pacific Regional Environment Programme (SPREP), Forum Fisheries Agency (FFA), the University of the South Pacific (USP), and several others. Although membership of these organizations may vary considerably, each organization has its own mandates to play a specific role in the developmental processes of the region and its member countries.

2. In recent years sub-regionalism has been gaining prominence. Foremost here is the Melanesian Spearhead Group, consisting of Papua New Guinea (PNG), Solomon Islands, Vanuatu and Fiji (plus the Kanaks of New Caledonia). Initially established to strengthen trade between the countries, it has increasingly gained political influence particu larly since the suspension of Fiji from the Pacific Forum. Other regional and sub-regional agreements exist relating to the management and exploitation of oceanic fish stocks, and trade promotion among the Pacific island countries.

2 .6 International Cooperation and Development Assistance

1. The Pacific islands region is a major recipient of development assistance, and many countries are reliant on this form ofincome and support. Australia continues to be the major donor to the region accounting for around 55% of all aid channeled to the region. Other major donors include New Zealand—the Cook Islands, Niue and Tokelau are considered "Realm" countries—the US (the Compact Funding Agreement is the largest source of income for the Micronesian countries Marshall Islands, Federated States of Micronesia, and Palau)—and the EU each contribute between 10-15% of to tal aid to the region. Japan, and increasingly the People's Republic of China (PRC) are major donors that mostly concen trate on the provision of equipment, and turnkey infrastructure and constructions projects. While figures vary, in contrast, the UN system channeled around US$28.8m in 2009 which accounted for around 2.5% of total aid to the region. Table 4 outline the aid received by country and per capita. However, it should be noted that while the dependency on aid is higher in the smaller island countries, it is the larger countries that have most of the poorest of the poor people.

Table 4: ODA for PICTS (2009) and Aid Flows by Donor[15]

Country	ODA (US$m)	ODA percapita (US$)	% of GDP		Development Partner	US$ m
Cook Islands	9.3	461	4		Australia	649.3
Fiji	57.5	69	2		Canada	8.2
Kiribati	27.1	285	35		France	16.7
Marshall Islands	52.1	894	35		Japan	70.3
FSM	114.9	1,035	49		New Zealand	120.9
Nauru	125.6	2 ,912	13		UK	5.4
Niue	14.8	5,514	88		US	171.7
Palau	22.3	1,108	14		Other	2.5
Samoa	37.5	207	7		EU	143
Solomon Islands	246.1	497	63		Global Fund	10.8
Tokelau					IFIs	9.9
Tonga	30.9	302	12		UN and multilateral institutions	28.8
Tuvalu	11.7	1,197	44			
Vanuatu	56.7	251	13			
Regional Aid	138.7	na	na			
Total	**1,165.9**	**136**	**9**			

15 From: Sustainable Development in the Pacific: Progress and Challenges Pacific Regional Report for the 5 Year Review of the Mauritius Strategy for Further Implementation of the Barbados Programme of Action for Sustainable Development of SIDS (MSI+5)

III. The UN in the Pacific

1. The United Nations System has two Multi-Country Offices in the Pacific located in Fiji and Samoa and one country team in Papua New Guinea, led by Resident Coordinators who are representatives of the United Nations Secretary General. Currently there are sixteen UN agencies working in the Pacific region—FAO, ILO, OCHA, OHCHR, UNAIDS, UNDP, UN-ESCAP, UNESCO, UNFPA, UNHABITAT, UNHCR, UNICEF, UN WOMEN, UNISDR, WHO, and WMO. The majority—ESCAP, ILO, UNAIDS, UNDSS, UNFPA, UNHABITAT, UNICEF, UN WOMEN, UNISDR, UNOCHA, UNOHCHR, WHO—have their regional office in Fiji. Samoa-based organizations include FAO, UNEP and UNESCO and WMO. UNDP and WHO have representation in both Samoa and Fiji.

2. The United Nations Country Team in Suva covers ten Pacific SIDS—Fiji, Vanuatu, Solomon Islands, Tuvalu, Kiri bati, Tonga, Marshall Islands, FSM, Palau and Nauru—the UNCT Apia Office covers four— Samoa, Cook Islands, Niue and Tokelau—and Papua New Guinea has its own office. [16] The WHO had offices in six locations in the Pacific, while UNDP and UNICEF also have sub-offices in Solomon Islands. There also is a well-resourced UNDP Pacific Centre located in Fiji, which focuses largely on regional support initiatives aligned to the Pacific Plan and operates directly under the aus pices of the UNDP Regional Centre for Asia and the Pacific in Bangkok. Based on June 2009 estimates by the United Nations Development Group (UNDG) Regional Directors Team for Asia and the Pacific, there are 185 international staff in the region and a further 32 United Nations volunteers. The Pacific UNCTs contribute to the delivery of diverse regional and national programme portfolios with the resource volume for 2008/09 biennium estimated at US$241.5m of which US$78.8 million are core UN resources and US$162.7 are non-core resources. [17]

The United Nations' system is comprised of the UN Secretariat and more than 30 affiliated organizations— known as Programmes, Funds, and Specialized Agencies—with their own membership, leadership, and budget processes. These groups work with and through the UN to promote worldwide peace and prosperity.

UN Programmes and Funds (UNDP, UNHCR, UNICEF, WFP, UNFPA, UNDCP and UNEP) are financed through volun-tary contributions rather than assessed contributions. UNDP and UNFPA (who share a common board) along with UNICEF and WFP are commonly referred to as Executive Committee (Ex Com) agencies and have taken the lead in UN Reform efforts.

UN Specialized Agencies (WHO, UNESCO, ILO, FAO, IMO, WMO WIPO and ICAO) are autonomous organizations working with the United Nations and funded by both voluntary and assessed contributions.

T**he United Nations Secretariat is represented in the Pacific by the Economic and Social Commission for Asia and the Pacific** (UNESCAP), the United Nations Office for the High Commissioner for Human Rights (UNOHCHR), the Office for the Coordination of Humanitarian Affairs (OCHA), the Department of Safety and Security (DSS), the United Nations International Strategy for Disaster Reduction (UNISDR) and the United Nations Human Settlements Programme (UNHABITAT).

3. It should also be noted that in January, 2011 UN WOMEN becomes part of the new UN entity. On 2 July 2010, the UN General Assemblyestablished the UN Entity for Gender Equality and the Empowerment of Women—to be known as **UN Women**. The new entity brings together the mandates of 4 existing agencies namely, UN WOMEN, DAW, OSAGI and INSTRAW. UN Women is expected to accelerate the work and progress of meeting the needs of women and girls worldwide

16 As noted previously, the PNG Office is not part of the multi-country UNDAF though a number of agencies such as UN WOMEN UNES-CO, FAO and ILO also cover PNG. The UNDP Pacific Centre and UNFPA also provide technical services that add a significant burden for staff.

17 Joint Presence Office Brief

3.1 Initial Experiences with UN Reform [18]

1. Prior to 2006, UN Reform had not really gained significant traction in the Pacific. The geographical spread of agencies and differences in approach to working in the region had resulted in a lack of convergence and cohesion within the UN system. The UNDAF process in the four LDCs (2003-2007) was acknowledged to have been consultant driven and lacking ownership even among Ex Com agencies. Non-Ex Com agencies while content to run their own programmes nonetheless felt disenfranchised and excluded from the process. This took place against a background where the common perception was that the UN was losing "market share" particularly to regional organizations.[19]

2. National Governments in the LDCs—who felt that the process had been done "to" them, not "with" them—had no ownership of the UNDAF and did not see any particular operational change in the UN posture. UN agencies were seen as remote, located in Suva with staff flying in a couple of times a year. The UN was not considered part of the regular national development dialogue and there was a perceived lack of continuity in the relationship with government counterparts.

3. The non-LDCs were even more forceful in this perception culminating in Palau and Nauru writing to the UN Secretary General to raise their concerns about the lack of UN engagement in their countries. Regional development partners highlighted the sporadic and fragmented efforts of the UN throughout the Pacific and the strong focus on global standards by many UN agencies, rather than solving national development dilemmas. The UN was seen as a marginal donor and with very limited influence in the development debate. Finally, the two leading actors in the Pacific, AusAID and NZAID had made it abundantly clear that UN agencies were regarded as inefficient and ineffective.[20]

4. Technical and operational needs of PICTs were seen as very diverse, while UN agencies' capacity to respond was severely constrained. Agencies blamed the lack of visible and attributable success on a lack of resources and high costs of doing business in the Pacific which rarely allowed good ideas to be taken to scale. More UN funding was available for the LDCs, but still not proportionate to the complexity of development challenges. Overall, the role of the UN as a serious development partner for PICTs was under pressure.

3.2 The Multi-Country UNDAF

1. Following the UNDAF Orientation workshop held in Nadi, Fiji in March 2006, the UNCTs of Fiji and Samoa decided to embark on an ambitious and innovative approach to the development of the UN Development Assistance Framework that aimed to address a number of issues about how the UN system could / should rethink its strategies in the Region given the changing aid environment. The key features of the approach are summarized below:

    - UN agencies in the Pacific should aim at developing one matrix that would capture all results and outputs ... [T]he framework would need to be sufficiently broad to cover the development needs and priorities for 14 PICTs, as well as the technical and operational capacities of 15 UN agencies.

18 This section draws heavily on the exit note prepared by the former RC for Fiji and has been presented to provide context to the review.

19 There is a perception that the UN and CROP Agencies are in some ways in competition [for donor resources] driven by their global and regional mandates respectively. Certainly among some bilateral donors there is the view that the UN needs to seriously re-evaluate how it works with and through CROP agencies. It should also be noted that the current relationship is by no means uniform with the UN working well and in support of SPC on the important issue of data integrity and with SPREP on climate change and environment.

20 As evidenced by the fact that very few agencies have been able to successfully mobilise resources through Australia and New Zealand (outside of the support provided by these countries as part of their global commitment to the UN system and multilateralism). It should also be noted that at least one country representative did question the value of the UN system competing for resources at the national level with local stakeholders and said that as a matter of [policy] did not look favourably upon these unless tied to a specific request from government.

- "Integration" or "alignment" between the UNCTs in Samoa and Fiji would need to be engineered in order to man age the transaction costs of participating agencies.

- The UNDAF needs to have a much clearer focus, with clear benchmarks that would finally allow UN agencies to measure and report on development results. It was agreed that about 20 percent of agencies work would not be covered by the UNDAF. Equally, agencies would use the UNDAF focus as ... [a] road to simplify and rationalize their individual programmes.

- UN agencies would need to re-brand their "identity" from that of a donor (which made little sense given the scar city of resources) towards the provision of technical expertise. The UN would focus on taking global knowledge and translating this into Pacific solutions, leveraging their long-term presence, credibility as an impartial partner and relationships in the Pacific.[21]

2. Geographically, the UN continued its focus on the region's five LDCs—Kiribati, Samoa, Solomon Islands, Tuvalu, and Vanuatu—in UNDAF. The five LDCs were projected to receive roughly 58% of the UN's funding in the region and have individual, specific Country Results Matrices based on the Regional Results Matrix to guide programming. Programmes in the non-LDCs are guided by the Regional Results Matrix as part of UN's new approach to maintain focus and operate strategically given a relatively limited resource base. The Pacific UNDAF Stakeholders Meeting in its final declaration drew the attention to a number of important issues to keep in mind during implementation of the UNDAF: [22]

   - The importance of the UNDAF focus on national development frameworks, plans and strategies;

   - Retention of focus at country level and ensuring that during implementation UN support will not be fragmented and scattered;

   - UN needs to set up a consistent pattern of coherent and coordinated national consultaions;

   - Ensure joint programmes should be driven by country level demands, and where feasible embedded in regional strategies;

   - A well-functioned M&E framework was seen as essential for the UN to benchmark the success of its reform ef forts.

IV. Relevance and Strategic Positioning

1. The CCA/UNDAF Guidelines emphasize that "…[T]he focus on country ownership and national priorities must be seen in the context of partnership. The UNCT is required both to pursue national priorities and to help shape those priorities to reflect governments' international/global commitments to the MD/MDGs and internationally agreed upon development goals, and their obligations under international human rights and other instruments."

4 .1 Regional Alignment

How well is the Regional UNDAF Framework aligned to the Pacific Plan and other relevant Regional Plans?

1. One of the main challenges that the joint UNCT had to overcome was to adapt an UNDAF format developed for a single country to cover multiple countries. The strategic prioritization process that is used to identify UNDAF prin ciples is anchored in three main elements: national priorities, the UN's comparative advantage and alignment of key actors. Identifying a common set of (national) priorities given the diverse development needs of Pacific countries proved to be a major chalenge. In order to resolve this dilemma, the UNCT made the decision to align the UNDAF to thePacific Plan for regional cooperation and integration. The Pacific Plan was developed under the auspices of the

21 UNRC Report Oct. 08

22 Declaration – UNDAF Stakeholders Meeting 8, 9 May 2007

Pacific Islands Forum Secretariat (PIFS) in 2004 as a tool to provide greater synergy of development efforts across the region and focus regional programmes around. While the Pacific Plan was never intended to be a "development blue print" for the Pacific, it rolled up national priorities into an agreed regional framework.[23]

Key Findings

1. Given that the UNCT used the Pacific Plan as the "blueprint" for the UNDAF, it should come as no surprise that, broadly speaking, the two documents are aligned. The alignment is strongest under the sustainable development pillar of the Pacific Plan which encompasses poverty reduction, natural resource and environmental management, health and education, gender equality and youth participation and the protection of cultural and traditional knowledge.[24] There are also entry points under two other pillars of the Pacific Plan—economic growth (in particular on sustainable trade) and good governance—which is identified as a fundamental prerequisite for sustainable development. It should also be noted that where possible, the UNDAF M&E framework has attempted to adopt Pacific Plan indicators to further strengthen the links.

2. The UNDAF does, however, diverge from the Pacific Plan which emphasizes the benefits (and costs) of regionalism (variously defined) whereas the UN's focus continues to be largely at the national level (as should be the case). Furthermore,the mandate of the Resident Coordinator(s) lies at the (multi) country level and not regionally where the UN Development Group (Asia-Pacific) and the UN Asia-Pacific Regional Coordination Mechanism (RCM)—which has its own regional priorities—is the main interlocutor. This complicates the degree to which the UNDAF can and should take on specific regional challenges.[25]

3. However, the UN system has made notable contributions at the regional level during the first two years of UNDAF implementation. In particular, the work around statistical benchmarking, the conference on the Human Development Impact of the Global Economic Crisis and the Food Security Summit, as well as on-going support to the production of regional and national MDG reports were mentioned as examples where the UN has taken a welcome leader ship role in the region.The UN also continues to play an important role pushing cross-cutting issues such as Gender and Human Rights, where its global mandate, along with a proven track record of neutrality and convening power gives it a significant comparative advantage when compared to bilateral donors (in particular Australia and New Zealand).

4. The 2009 Pacific Plan Progress Report highlights key achievements including a number of areas where the UN is specifically identified as having made a contribution. These include the cooperation between UNESCO, UNICEF, SPBEA and USP on educational standards, the work of WHO around Non- Communicable Diseases (NCDs) and the spread of H1NI and by WHO, UNFPA and UNAIDS on HIV/AIDS. However, the UN's work on Trade and Energy and Climate Change (which is acknowledged as one of the biggest threats to the region) is not captured in the report. This suggests that more work is needed to link the important national interventions supported by the UN to the Pacific Plan.

23 It should be noted that the Pacific Plan continues plagued by debates on national ownership. However, at regional forums most Pacific Island Countries provided validation for the principles and overall objectives of the Plan.

24 It should be noted that despite the presence of UNESCO as an UNDAF signatory, the treatment of cultural issues in the UNDAF is largely absent.

25 In addition, there is also UNESCAP which has a regional focus and is represented on both the UNDG AP and the Joint UNCT.

5. The report also highlights the growing importance of Food Security, Fisheries and Land Management in the region. However, as has been noted by FAO and others, the treatment of food security in the UNDAF is somewhat hidden within CP Outcome 1.3 [and overlooks the significant contribution of the UN in this area). Similarly, under the auspices of Outcome Group 4 there is scope to strengthen the links between the UNDAF and the Pacific Plan on the environment, all the more so given the strong track record of cooperation with SPREP.

6. It is also worth noting that the 2009 Forum Leaders meeting in Cairns identified a set of priorities to guide implementation of the Plan—fostering economic development and promoting opportunities for broad- based growth, improving livelihoods and the well-being of Pacific peoples; addressing the impacts of climate change; achieving stronger national development through better governance; and ensuring improved social, political and legal conditions for stability, safety and security—which overlap with many of the key results in the UNDAF.

7. This is all the more relevant when one recalls that one of the key goals of the new UNDAF was to help "re-brand" the UN system. While development partners acknowledged that the UN was more visible and engaging more strategically, the UNDAF was not seen as the principle vehicle for this transformation. Few respondents recalled using the UNDAF as the basis for a substantive discussion about the role of the UN at the regional level. In part this stems from the fact that many of the UNDAF results use phrases such as "national and regional ...." that obscure the regional achievements mentioned above rather than treating these as stand-alone results.[26]

8. The other relevant regional plan which provides the UN with a regional mandate is the Mauritius Strategy (MSI) for the Implementation of the Barbados Programme of Action which emphasizes that small Island Developing States, or SIDS "are located among the most vulnerable regions in the world in relation to the intensity and frequency of natural and environmental disasters and their increasing impact, and face disproportionately high economic, social and environmental consequence...". The MSI covers 20 strategic interventions many of which, including Health, Environment and Sustainable Development, overlap with UNDAF pillars. However, these links are not well explored in the UNDAF and there appears to be limited attempts to engage around the MSI process programmatically. Thus far, UNESCAP has taken the lead on behalf of the UN system in support of MSI including the preparation of the Pacific Island Report but the engagement of other UN agencies in the process is less apparent.

Recommendations

- UNDAF should identify key stand-alone regional results that would better position the UN as a major and relevant regional actor (alongside bilateral and multilateral development partners and regional bodies) in explicit support of the Pacific Plan priorities for 2009-11.

- The UN should develop a number of key advocacy messages linked to the UNDAF and use these as the basis for a regional communications strategy that outline: (a) How the UN is directly supporting Pacific Plan Goals and (b) How the UN is supporting implementation at the national level.

- The UN needs to develop a more consistent and transparent working relationship with CROP agencies to ensure that there is better and complementary coordination at both national and regional levels.[27]

26 This is particularly true under CP Outcomes 1.1 and 1.2 where much of the work being supported by the UN around data integrity in partnership with SPC is lost amidst very broad and generally framed results statements.

27 This is not to suggest that this cooperation is not taking place already but more could be done to codify the relationship and complementarities with a long term goal of addressing some of the capacity constraints at the national level.

- The UN should also broaden its perspective to look at areas where it can work more closely in support of the MSI+5 agenda in the Pacific and reflect these targets in the UNDAF.

4 .2 National Alignment

How well are the UNDAF Outcomes, specifically the LDCs' Results Matrices, aligned to the National Sustainable Development Plans (NSDPs)? Have the results matrices been flexible enough to adjust to evolving national policies and strategies e.g., the NSDPs, SWAP and national reforms during the current cycle

1. As part of a commitment to the Paris Principles of Aid Effectiveness, the development of the UNDAF is supposed to shadow the national development planning process. However, this was not a luxury afforded the UN in the context of a multi-country UNDAF. Table (5) outlines how the UNDAF is currently aligned with the relevant national development planning cycles of the 14 PICTs. In the case of the LDCs, only the Samoa Development Strategy cycle overlaps with the UNDAF and the Kiribati Development Plan was actually finalized after UNDAF was signed. In a number of cases, how ever, national plans are broad documents often spanning 10 years or more and would be considered too general to be of much use for the purpose of providing strategic focus to the work of the UN.

Table 5: UNDAF Alignment with National Development Plans

Country	National Plan	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
UNCT	**UNDAF**										
Cook Islands	National Sustainable Development Plan (NSDP)										
Fiji	Strategic Development Plan										
Kiribati	Kiribati Development Plan										
Marshall Islands	Strategic Development Plan										
(FS) Micronesia	Strategic Development Plan (2004-2023)										
Nauru	National Sustainable Development Strategy (NSDS)										
Niue	Niue National Strategic Plan (NNSP)										
Palau	Palau 2020 National Master Development Plan										
Samoa	Samoa Development Strategy										
Solomon Islands	Medium Term Development Strategy										
Tokelau	National Strategic Plan 2010-2015										
Tonga	Strategic Development Plan 8 (2006/07 – 2008/09) National Strategic Planning										

Country	National Plan	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
	Framework (2010)										
Tuvalu	Te Kakeega II – National Strategy for Sustainable Development 2005-2015										
Vanuatu	Proiorities and Action Agenda 2000-2015										

Key Findings

1. The fact that the five LDCs have their own results matrices should, in theory, allow for a fairly close alignment of UNDAF and national results.[28] However,the decision to "import" UNDAF Outcomes and [UN] Country Programme Outcomes from the regional results matrix to the LDC matrices has limited the extent to which these can respond to specificnational challenges. Even though the results are broadly aligned and are supported by (marginally) more specific country outputs, the overall UN contribution to the achievement of key national results does not come through very clearly. Furthermore, it can be argued that the gains from the former—a common set of results across all 14 PICTs—does not compensate for not being able to ground the LDC results much more concretely against national plans. It is clear that national counterparts are generally unfamiliar with the substance of the Results Matrix and do not they see it as THE key tool for defining the UN's support for national priorities.

> ***"...it is [sometimes] difficult to get a sense of the UN's vision ...based on the UNDAF."***

2. From the onset, the UN has realized that more needs to be done to strengthen the alignment of the UNDAF matrices with national plans.The UN M&E TWG (in conjunction with national partners) has attempted to align UNDAF and national results through the Annual Review process. A mapping exercise (see Annex) has been carried out showing how projects and programmes under the UNDAF are contributing to the achievement of national results. Work has also begun on aligning UNDAF indicators more directly with national plans and indicators to further strengthen the links.

> ***Alignment of the UNDAF to KDP key policies areas....was useful and it gives a sense that the national priorities were being addressed.***

3. However, to date the alignment process has taken place primarily at the UNDAF Outcome–National Goal level rather than at [CP] Outcome and Output levels where the contribution of the UN should be much stronger and clearly articulated. The broad framing of outputs where the UN system is supposed to be directly accountable for the achievement of results is a particular concern. As currently written, many of the outputs appear to be formulated from the perspective of what the UN does rather than as a result that addresses a particular national capacity gap in skills or knowledge.

4. Furthermore, the same problem has arisen at the country programme level where the alignment, for all intents and purposes, takes place at the UNDAF Outcome level only. A review of the CPDs of the three Ex Com agencies shows that, with some exceptions, UNDAF CP Outcomes and Outputs have been re- framed to better reflect individualman dates and strategic plans. Thus, UNICEF's results are framed in terms of its five Medium-Term Strategic Plan (MTSP) priorities and UNFPA's in terms of Population, Reproductive Health and Gender which are broadly clustered under one or more of the UNDAF pillars. The bigger disconnect, however, takes place at the output level where the overlap between UNDAF outputs (in the LDC matrices) and the individual CPD results is even less clear. This is not to say that agency outputs are fundamentally inconsistent with the results in the UNDAF but does illustrate why it is seen as only marginally relevant. For example, UNICEF has recently undertaken its own Mid-Term Review which resulted in some [notable] changes to key UNICEF results.[29] However, it appears that there are no plans to have these new results reflected in either the Regional or National UNDAF results matrices.

28 The review acknowledges the fact that the multi-country nature of the Pacific UNDAF makes it a unique case. However, in the case of the LDC matrices it should also be noted that though embedded within the broader structural of the sub-regional UNDAF, the individual LDC matrices are not appreciably different from the standard UNDAF model and could therefore be evaluated using a similar set of criteria.

5. On the positive side, the broad framing of results has allowed agencies considerable leeway to adjust their programmes and strategies to reflect emerging opportunities at the national level. The reality is that the more tangible and valued support from the UN system comes through the programmes and projects of individual agencies often working directly with line ministries in support of sectoral plans and priorities.[30] The willingness of UN agencies to participate in SWAps (primarily in health and education) was seen as much more meaningful and relevant.[31] However it appears that many areas not reflected in the original results matrix where the UN has been quite active (around gender or statistics for example) is being captured in the Annual Reports.[32]

6. The main weakness of the LDC matrices is that the results, in particular at the output level, are framed using very broad language that does not capture the specific challenge facing LDCs in the Pacific. Perhaps more important, the matrices do not capture the unique comparative advantage of the UN system—what it does differently and better than other development partners—in a country. This in turn impacts the overall value of the Annual Review process which is the one time when the LDC Results Matrices are reviewed substantively. Part of this stems from the fact that operationally, agencies continue to rely on CPAPs and biennial plans to define their working relationship and asnoted above, this is where the alignment and adjustments has taken place. The exercise of updating the UNDAF Results Matrix is seen to have limited added value and has largely been left to the M&E Manager. However, the net resultappears to be that this "waters down" the importance / centrality of the UNDAF at the country level both in government and within agencies. As alluded to by the Head of Office of one of the larger UN agencies in the Solomon Is lands who confessed that his primary concern was ensuring that his agency delivered what was outlined in the country programme document rather than in relation to the UNDAF.[33]

7. An argument can also be made that this will become a moot point in light of the greater flexibility being accorded NCT in the new UNDAF/ CCA guidelines. Specifically, one could envisage a scenario where there is a regional level UNDAF with one set of strategic results applicable to all 14 PICTs supported by (individual) UNDAF Action Plans that are derived from and reviewed alongside the National Development Plans.

Recommendations

- While the attempt to better align the UNDAF monitoring framework to National Indicators is important, the UN should also strengthen the links between agency M&E frame works and indicators—i.e. what are agencies are actually doing and monitoring—and the UNDAF M&E framework.

29 It is also worth noting that UNICEF is in the midst of an internal change management process that has seen results being redefined to allow Country Offices greater programmatic flexibility. The new nomenclature refers to PCRs and IRs which roughly correspond to Outcomes and Outputs but it remains unclear how these results are captured within the UNDAF.

30 It should be noted however that bilateral agreements often complicate the work of aid coordination and management systems which are increasingly looking to centralize development assistance in order to bettertrack and monitor development performance.

31 There has been a move among development partners to provide direct budget support to PICT governments. However, as a rule, UN agencies do not have the flexibility to adopt this approach in the Pacific (and elsewhere).

32 The 2009 Annual Review reported no changes to the UNDAF outcomes or outputs on the grounds that the results as currently framed were broad enough to accommodate [all] changes in the external environment,

33 This tension is by no means limited to the Pacific. As a 2008 paper on RBM at the country level prepared for the UN Development Group notes, agencies still tend to be primarily guided by the own strategic plans and priorities than the results contained in the UNDAF. In the case of the Pacific, this tension is perhaps magnified by the wide variety of approaches to programming within the UN family.

- Given that the LDC Results Matrices are essentially the national level operationalisation of the strategic / political positioning of the UN system (reflecting its global mandates inrelationship to the region) there is a strong case to be made for the UN to streamline in-country processes by opting for a common plan that is aligned much more explicitly with the National Development Plans.

- Strong consideration needs to be given to the turning the LDC Results Matrix into the primary legal and monitor ing framework for the work of the UN system in a country subsuming the current agency country programmes. The new UNDAF/CCA Guidelines has strongly advocated for the use of the common UNDAF Action Plan as the primary operational tool for UN reform moving forward.[34]

- Given that Kiribati already has a One Fund structure in place, there would be an opportunity to field test the idea of a common UN Plan by updating the current LDC matrix to reflect more fully the existing agency country programmes of all the agencies present in Kiribati. It will also be important to ensure that the joint initiatives be ing supported through the One Fund which could be considered the "flagship" projects for the UN system are fully reflected in the results matrix for Kiribati.

V. Design

1. The results matrix is the heart of the UNDAF and captures key commitments made by the UN system over a defined five year period. It presents a road map for the progressive realization of rights over a 5 to 20 year time frame and is grounded in the principle of the Human Rights Based Approach (HRBA) with a strong focus on institutional and behavioural change.

2. This is predicated on the expectation of key changes in the short and medium term and is supposed to follow a strong causal logic and well defined assumptions and risks. Increasingly, UNDAFs are expected to demonstrate a strong understanding of results based management tied to a robust monitoring and evaluation framework. For Ex Com agencies, the UNDAF is supposed to be directly linked to the results in their respective Country Programme Documents (CPDs) and Country Programme Action Plans (CPAPs) (with minimal adjustment). At the same time, UNDAFs are also supposed to accommodate Specialized Agencies (including those on annual and biennial planning cycles or without country programmes). These expectations need to be balanced against the CCA/UNDAF Guidelines which ask UNCTs to "focus" (i.e. cut down on the number of Outcomes and Outputs) while at the same time expecting individual agencies to be directly accountable for the achievement of outputs.

34 This approach has been piloted under the UNDAF Joint Programme for Palau and FSM where the CPAPs of the Ex- Com agencies havebeen combined under UNDAF outcomes and outputs.

5 .1 The Results Matrices and M&E Framework

How likely are planned multi-country programmes to lead to the UNDAF results? Are the expected outcomes realistic?

3. Whether planned programmes lead to results would depend on at three elements: the quality of the programme,the capacity at the national level (Government, NGOs and the private sector) and capacities of the UN.The UNDAF positions the UN system as follows: "...the UN under stands that it is more of a technical support agency in the Pacific, and will focus its work around its comparative advantages of policy development and capacity building in order to have the greatest impact in the region". However, even though many of the results use the language of capacity development or speak generally of "strengthening national capacities" the actual UNDAF narrative has very little to say on the subject other than to list the lack of capacity as a key a risk factor for a number of outcome areas.[35]

The UNDAF Outcomes

•Pacific island countries develop and implement evidence-based, regional, pro-poor and National Sustainable Development Strategies (NSDS) to address population, poverty and economic exclusion issues, stimulate equitable growth, create economic opportunities and quality employment, and promote sustainable livelihoods.

• National and regional governance systems exercise the principles of inclusive good governance, respecting and upholding human rights; and resilient Pacific island communities participate in decision-making at all levels.

• Strengthened equitable social and protection services through support to the development of evidence-based policies and enabling environments; and improved capacity to deliver affordable, quality, basic social services with strengthened safety nets and an emphasis on equality, inclusiveness and access.

• The mainstreaming of environmental sustainability and sustainable energy into regional and national policies, planning frameworks and programmes; and Pacific communitiessustainably using their environment, natural resources and cultural heritage.

Key Findings

1. The decision to opt for a combined regional matrix was in evitably going to lead to very broadly framed results. As a result, the outcome statements (see box) do not focus on the progressive fulfillment of rights and instead act more as "door openers" for individual programmes and mandates of the agencies. As a result, most of the UNDAF Outcome statements, in particular Outcome One, contain a laundry list of aspirations that are exceedingly ambitious when one considers: (a) the limited resources available to the UN system, and (b) the tremendous variation among PICTS in terms of population, natural resource endowments and challenges faced.

2. The regional results matrix also does not attempt to cluster countries based on either commonality of problem or aproach. Thus, the results under each outcome do not distinguish between the needs of relatively well populated countries such as Fiji and the Solomon Islands on the one hand with those of Niue and Tokelau which have severe de-population challenges. Without necessarily venturing an opinion on which taxonomy makes the most sense, it is the view of the review team that the regional results matrix would be better served by some form of clustering that would enable the UN to be much more specific about its strategic goals at the country level.

3. Overall, the UNDAF (RM) does not really provide a clear vision for the work of the UN in the region or at the country level. This in turn translates into a lack of cohesion at the country level. Thus, in large measure, individual agency programmes are aligned with the UNDAF in a mechanical rather than substantive manner (LDCs RM do not substitute for agency CPAPs or biennial plans).

35 The one notable exception to this has been the focus of strengthening data integrity at both the national and local level which is mentioned in a number of places in the UNDAF. The most comprehensive study of capacity constraints was conducted under the auspices of the Asian Development Bank and AusAID in 2007 [with the participation of some UN agencies]. However, the key findings of the studies appear not to have been featured prominently in the UNDAF.

4. For the agencies that have then developed multi-country programmes, there is the additional risk of a "one size fits all" approach to in-country work. This has reduced the potential effectiveness and impact of projects implemented under the UNDAF as there is a strong possibility that outcomes do not address the most pressing issues at the national level but instead reflect the goods and services that the UN is able to provide. Moreover, resources—funds, staff and materials—must be committed to help implement [UN programme] activities even if this is at the expense of more pressing national goals or as is frequently the case, other commitments made at regional or international levels. In view of the well documented capacity constraints in most PICTs, this does raise the question of how realistic it is on the part of the UN to expect countries, especially those with relatively small populations and over-taxed public servants, to be able to devote the level of attention and resources required to ensure that results are achieved.

5. It is also clear that the varying levels of capacity within UN agencies act as a serious constraint on the likelihood of success. In this regard, it is worth noting that UNICEF, despite being among the better resourced UN agencies, has elected to scale down its engagement across the Pacific prior to the current UNDAF cycle and has adopted a three tier approach to its support in the region. The Solomon Islands, Vanuatu and Kiribati are classified as "Tier One" or priority countries and are the primary focus for UNICEF. Five countries—Fiji, FSM, RMI, Samoa and Tuvalu—have been classified as "Tier Two" where UNICEF engages selectively and the remaining countries—Cook Islands, Niue, Nauru, Palau, Tokelau and Tonga—where the engagement takes place mainly through regional mechanisms. However, among the Ex Com agencies, this approach represents the exception rather than the norm. UNDP, for example, has adopted a different approach through its multi-country offices located in Suva (covering 10 countries) and Apia (covering the remaining four countries and territories). On the one hand, this division suggests that greater attention can be paid to individualcountries but there is also a certain duplication of functions across the two parishes and in the case of the UNDP Suva office, there is a strong case to be made that programme staff are spread too thin to be able to achieve measurable and meaningful results. In the case of UNFPA and UN WOMEN (which also covers PNG from its office in Suva) this is even more of a concern with programme staff having to cover 14-15 countries which by definition mean that the engagement is frequently limited to brief visits once or twice a year and is acknowledged to be unsatisfactory for some on both sides. Specialized agencies are similarly constrained due to limited budget and staff and this has resulted in a project rather than a programmatic approach to its work in across the region.

Recommendations

- If one accepts the idea that capacity constraints in most PICTs represent a serious obstacle to the achievement of UN DAF results, it necessarily follows that UN agencies need to move away from "stand-alone" projects and pro-grammes that require government to dedicate staff and resources to oversee implementation. This would suggest a much stronger emphasis on joint programming (if not joint programmes) within the UN family but also with re-gional bodies and development partners.

- The UN needs to rationalize how it works across the region both functionally (i.e. operationally) and conceptually and to focus on concrete high quality deliverables, be these regional or national knowledge products, targeted technical assistance with a high multiplier effect or the filling of critical gaps [rather than the current approach where results reflect an individual agencies potential contribution rather than addressing a precise and strategic capacity gap that is undestood to becritical for success].[36]

- This would include revisiting how the regional results matrix is structured to look at ways to cluster countries to allow for a more focused approach than draws on the commonality between countries rather than the commonality of the UN approach.

36 The MTR acknowledges that there is only so much discretion—e.g. the decision to relocate the regional offices based in Apia and/or the closing down or scaling back of operations—that lies in the field. Nonetheless, this needs to be balanced against the limitations on what the UN is able to do effectively which is the key metric for success at the end of the day.

Do the indicators in the regional and country specific monitoring and review (ME) frameworks sufficiently measure the intended UNDAF goals, outcomes and key impact? How can the UNDAF ME framework beimproved?

1. The UNDAF M&E Framework as originally developed was very uneven and did not lend itself to the robust monitoring of the UN's work in support of national priorities in the Pacific. This reflects in part an explicit directive from the UNCT to the M&E TWG that results matrices (and indicators) could not be revised without the involvement of relevant national partners.

2. However, following the 2010 UNCT Alignment meeting, the UNCT endorsed the revision of UNDAF indicators. The revisions have attempted to streamline the number of indicators being tracked by removing duplicates and omitting those indicators that lack data, baselines or targets. Where possible, UNDAF indicators are being replaced by relevant NDP indicators which have data. This continues to be work in progress but has been mentioned as a usefulmeans of strengthening the link to national plans.[37] However, the absence of CP Output indicators in the regional (multi-country) framework makes it very difficult to capture the specific impact of UN programmes in non-LDC countries.

3. The relationship between indicators and results is also not consistent and in many cases, it appears that the indicator has been developed to measure what is happening rather than the actual result. Indicators for measuring progress andachievements must be SMART—Simple, Measurable, Achievable, Realistic and Time-bound—if they are to be meaningful. Statements that include 'improved', 'increased' and 'enhanced' need to be supported by specific targets and timelines if they are to be useful.

4. Furthermore, far too many indicators at the output level capture changes that are beyond the sole control of the UN system, individually or collectively (which is the accountability criteria for UNDAF outputs). In the LDC results matrices, too many indicators are only tangentially related to the expected output and also confuse completion of activities with results.

5. It should be noted that the M&E TWG and the M&E Manager in particular have worked diligently to address some of the weaknesses in the indicator framework. Evidence can be seen in the vast improvement(s) in the levels of reporting between 2008—where many baselines and targets remained undefined—to 2009 where there are far fewer gaps. It is also noted that there has been some attempt to refine the indicator framework to make it more realistic and man age able and to link to national indicators.[38] However, addressing the gap between agency results and UNDAF results needs to be undertaken in order to ensure addressing the contribution of the UN to the achievement of national level results in all outcome areas.

Recommendations

- During the ongoing revision of the M&E framework further consideration should be given to streamlining the UNDAF review to focus much more explicitly on where the UN system as a whole is adding value.

37 There is a risk that the UN will encounter attribution issues further down the line. The use of national indicators does,however, make it very difficult to capture the specific contribution of the UN in anything other than the broadest terms.

38 The aim of putting the UNDAF ME framework online at www.pacificinfo.org is an excellent commitment to openness and transparency. However, more work needs to be done to ensure that data gets populated on a regular basis including for the results matrices of the LDCs and is used by policy makers and the others.

- This would involve replacing impact indicators with relevant national indicators (and is where the current align ment exercise is most useful). Rather than trying to quantify the UN's contribution to the achievement of national results, the primary focus should be on how the UN has supported and strengthened national capacities to monitor results (including the MDGs).

- Equally, results at the agency level should only play a small part in the UNDAF review and might be better ad dressed during the review of work plans.

- The focus of the UNDAF review should be on intermediate results that capture the collected value added of the UN system. The aim would be to demonstrate that closer cooperation and cohesion among the UN family has led to a greater impact han if UN agencies had been working individually. This would necessarily mean a greater em phasis on joint programming (if not actual joint programmes) and the inclusion of process indicators to demonstrate greater efficiencies within the system.

5.2 Involvement of Specialized Agencies

How well does the current UNDAF reflect the mandates and programmes of the specialized agencies?

1. One of the most common criticisms about the UNDAF process (globally) has come from specialized and technical agencies who feel that the UNDAF—with its emphasis on five year planning frameworks and CPAPs—reflects a bias in favour of ExCom agencies.[39] In the case of the Pacific UNDAF, this [tension] has been exacerbated in part by the fact that [most] Specialized Agencies tend to work regionally rather than at the country level which further complicates matters.[40] Thus, and despite the fact that the UNDAF is structured around the MDGs (which reflect the mandates of most agencies), there continues to be a strong perception that Specialized Agencies are not well reflected in the current document.[41] Part of this stems from frustrations about the process followed in the development of the UNDAF which is acknowledged to have not been very sensitive to these particular challenges. However, the results matrices have a sufficiently wide focus to [implicitly] reflect the mandates of Specialized Agencies and this is confirmed by the fact that their contributions have been acknowledge during the Annual Review process. Nonetheless, the feeling remains that the results matrices for both LDCs and non-LDCs do not adequately reflect or capture the results of activities carried out by specialized UN agencies even in situations where the contributions are considered to be quite significant, both financially and in terms of addressing key national challenges. [42]

Key Findings

1. An analysis of the UNDAF shows that of the five Specialized Agencies working in the Pacific, the mandate of the WHO is the best reflected in the UNDAF (under Outcome 3). However, for the remaining agencies—ILO, FAO, UNESCO and WMO—the link to the UNDAF is more tenuous. This is particularly true for Outcome 1—Poverty Eradication and Equitable Economic Growth—which does not adequately capture the contributions of the ILO and FAO. This stems in part from the fact that: (a) two of the three [CP] Outcome areas focus on the use of data and planning capacities at both regional and national level and (b) the final CP Outcome is framed very broadly with a focus on trade, private sector partner ships and employment generation. However, when one looks at the four supporting outputs, there are references to employment (ILO) in three outputs and very general references to sustainable livelihoods under Output 1.3.4. This has the effect of burying very valuable contributions from the UN at the country level. Since the publication of the UNDAF, the ILO has launched Decent Work Country programmes in six countries which would strengthen the impact of the UN in both Outcome 1 (Employment Creation) and Outcome 3 (Social Protection). Thus far, there

39 Most specialized agencies follow biennial planning cycles and can rarely provide budget projections beyond this period.
40 The exceptions are the WHO which has liaison offices in 6 countries and the ILO which has begun to recruit national officers in the 7 countries where a Decent Work Country Programme has been signed.
41 As evidenced by the fact that main contributions of many of the specialized agencies are contained in a section titled: Initiatives out side the UNDAF Matrix (section III).
42 It is also probably no coincidence that the two specialized agencies that have felt most marginalized in the UNDAF (UNESCO and FAO) have their regional offices in Samoa.

appears to be growing informal consultations and engagement (information sharing) but these should be made more explicit.

2. It is also true that, UNESCO's mandate, with the possible exception of education, also does not fit well within the UNDAF. However, the unique cultural characteristics of the Pacific are acknowledged to be of key importance to the long term sustainability of project outcomes in the region. UNESCO (and by extension the UN system) is actually one of the relatively few organisations that provide this support and could, therefore play an important role in conscientiously safeguarding these issues, not only in relation to UN-implemented projects but also to other donors and organisations at the regional as well as national level. In this regard, the UNDAF could be strengthened if this expertise available through UNESCO were reflected across all four UNDAF Pillars and results as a crucial cross-cutting issue (alongside the standard focus on gender, HRBA and capacity development).

3. Perhaps the most conspicuous gap within the UNDAF is the treatment of Food Security which has emerged as a key issue in the Pacific. In recognition of the importance of food security, the 39th Pacific Islands Forum, held in Niue from 19 to 20 August 2008, Forum Leaders: "Acknowledged the high importance of food security as an emerging issue whichposes challenges for the future well-being of people across the region" and "called on all countries to maintain open markets and, where possible, to increase the production and supply of healthy food." Leaders "committed their governments to immediate action to address food security issues nationally and, where possible, region ally through a range of measures across key sectors such as agriculture, fisheries, trade and transport".

4. In response to this call for action UN agencies and regional organizations convened the Food Secure Pacific working group to advance the food security agenda in the Pacific. A regional Framework for Action on Food Security has been developed during Pacific Food Summit, held in Port Vila, Vanuatu and similar work is now underway at the national level. This overarching, work on food security is an instrumental part of the Pacific Plan for Strengthening Regional Co-operation and Integration and was recognized by the recent forum leaders meeting and has been identified as one of 2011 priorities for Pacific Plan.

Recommendations

- Given the human development consequences of the global economic crisis and the rise in food prices and the leadership role played by the UN, in particular the FAO, serious consideration should be given to revising the Results Matrix to capture this work. This could be achieved by adding another CP Outcome (1.4) under UNDAF Pillar One.

- In order to accommodate the proposed change under recommendation 13, it would be possible to merge CP Outcomes 1.1 and 1.2 which both look at planning and data integrity and to allow greater precision in the definition of results that deal with employment and food security respectively.

- UN agencies should regularly identify themes that would link the operational capacities of funds and programmes with the technical expertise of specialized agencies under all Pillars.

- HQ and ROs of Specialized Agencies should review their systems to so that they can provide support to Country Office teams and facilitate their coherence with the other UN agencies.

- The UNRC(s) should also lobby DOCO, UNDG A-P and Donors for additional resources to facilitate the participation of Specialized Agencies and others who lack discretioary resources to support UNDAF /UN Reform activities.

VI. Cross Cutting Issues

6 .1 Global Mandates

How well are the international agreed frameworks and commitments and standards that guide UN Agencies (ex: Universal Declaration of Human Rights, international human rights conventions) aligned with the UNDAF Framework?

1. In the Pacific UNDAF region, almost all the Pacific Island nations have national development plans which contain development policy objectives and strategies that have been formulated in line with international obligations and to achieve internationally agreed development goals.[43] Most PICT national development plans have embraced the MDGs as key strategic goals. The UNDAF also anchors itself in CEDAW and the CRC which provide the mandate for a number of UN agencies to work on gender and children's issues. However, the UNDAF could be stronger in its treatment of non-MDG related international frameworks, in particular Education for All goals and the various International Labour Standards that have been ratified by a number of member states in the region which cover the mandates of UNESCO and ILO respectively.

2. This is not the same as saying that the UNDAF captures the comparative advantage of the UN in the region or its global mandate to lead on these areas and this does not come across very clearly in either the national or regional results matrices. There are some general (and some specific) references to Int. HR treaties (output 2.3.1) and others that refer to regional interpretations (e.g. output 2.1.1 that refers to the Pacific Platform of Action for gender (though in this instance one would have expected the focus to be on the Beijing Platform of Action).

Recommendation

- While maintaining care not to be exclusively "mandate driven", the UNDAF should more explicitly reference non-MDG conventions to enable greater advocacy and programming opportunities.

6 .2 Gender Mainstreaming

How has gender equity and equality been mainstreamed into programming? To what extent has gender disaggregated data and indicators to assess progress in gender equity and equality been included in the UNDAF ME Framework? What are the challenges and constraints for gender mainstreaming in the UNDAF?

1. Gender inequality and violence against women are reportedly widespread throughout the Pacific and women are more vulnerable during times of conflict and disaster. Levels of Pacific women's participation and representation in politics remain the lowest in the world. The regional average for the proportion of women in national legislative bodies in the Pacific states (excluding Australia and New Zealand) stands at a mere 2.5 percent, and this is a trend that has not changed in the past decade. Several countries in the sub-region— the Federated States of Micronesia, Nauru, the Solomon Islands, and Tuvalu—have no women in Parliament.[44]

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43 Some of these goals include the Paris Declaration on Aid Effectiveness, Accra Agenda for Action, Cairns Compact on Strengthening Development Coordination in the Pacific, Programme of Action of the International Conference on Population and Development (POA ICPD), Mauritius Strategy for the further Implementation of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States (MSI), International Convention on the Elimination of All Forms of Racial Discrimination (CEDAW), Convention on the Rights of the Child (CRC), International Covenant on Economic, Social and Cultural Rights (ICESCR), International Covenant on Civil and Political Rights (ICCPR), International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT), Hyogo Frame work for Action (HFA) on Building the Resilience of Nations and Communities to Disasters, Dakar Framework for Action on Education For All, United Nations Framework Convention on Climate Change (UNFCCC), and the Pacific Island Forum Secretariat's (PIFS) Pacific Plan.

44 Palau is has a bi-cameral legislature with two houses of congress, and there are two women elected to the Senate

2. As a result, Gender was identified as one of the key cross-cutting issues to be addressed through the UNDAF. During the development phase, the UNCTs implemented several activities to strengthen capacity to ensure gender main streaming in the UNDAF. The Inter-Agency Task Force (IATF) on Gender, co- haired by UN WOMEM and UNFPA, and the Chair of the Human Rights Theme Group provided additional training on gender and the human rights-based approach for UN staff in Fiji and Samoa.[45] The IATF Gender reviewed the draft UNDAF Regional Results Matrix and identified critical areas for gender mainstreaming. Gender mainstreaming was also prioritised during the UNDAF country consultations with the five LDCs. Finally, the UNDAF document itself highlighted Gender specific outputs.[46]

Key Findings [47]

1. In 2008, UN DOCO released a new tool, the UNCT Gender Scorecard[48] , to guide and assess the work of UN Teams in support of Gender Mainstreaming and Equity. Under the auspices of the UN Gender Group, a consultant was hired to apply the scorecard to the work of the UN in the Pacific. The overall assessment gave the UNCT in the Pacific sub-region an average score of 2.99 out of 5. Table 6 provides a summary of the scorecard results.[49]

Table 6: UNCT Gender Scorecard

Dimension	Average Score
Planning	3.2
Programming	3.75
Partnerships	2.3
Policies and capacities	2.7
Decision-making	4
Budgeting	2
Monitoring and evaluation	N/A
Quality control and accountability	3

2. Of the 10 – 12 outcomes for each country and the region as a whole, only one—Outcome 3.2 ("National systems enhance accessibility, affordability, and the well-managed delivery of equitable gender – sensitive quality social services.") explicitly mentions gender. Others include implicit references, by using words such as 'equitable', 'disaggregated data', 'human rights', 'inclusive', and some making mention of the MDGs. However, there is no one outcome that clearly articulates gender equality. There are gender specific outputs under all Outcome Areas with the exception of Sustainable Environment (4). However, less than one third of outputs clearly articulate tangible changes for rights holders and duty bearers which 0will lead to improved gender equality. Tuvalu is the only country framework which meets minimum standards, in the UNDAF document. [50]

3. The Strategic Situational Analysis that was conducted in lieu of a full-fledged CCA did draw from the Pacific Plan of Action for Women Revised (2004), CEDAW and MDG reports in a very broad sense. However, no specific gender analyses—e.g. time use studies, gender violence studies, or detailed analysis of CEDAW reports and the Concluding Comments of the CEDAW Committee—were conducted which has resulted in additional work being required to development proper baseline and monitoring indicators for Gender Equality.

45 However, it should be noted that a one-day training is probably insuffiient to understand and know how to apply gender equality. In addition, due to travel schedules many UN staff, in particular senior colleagues, were not available. In generalthere appears to be a lack of skills and expertise across the agencies.

46 UN WOMEN was formerly know as UNIFEM until January 2011

47 This section draws heavily on the GE Scorecard and the UNICEF Gender Assessment.

48 When using the UNCT gender scorecard, it is important to explain upfront that the tool was designed for single- country UNCTs and its mismatch with aspects of multi-country office structures may have influenced the scores. For example, while the high score on decision-making might reflect on our advocacy roles, it was particularly difficult to weigh the budget score.

49 5 = Exceeds Minimum Standards, 4 = Meets Minimum Standards 3 = Needs Improvement 2 = Inadequate 1 = Missing 0 = Not Applicable

50 Regional: 39 outputs, 11 mention GE (7 implicit); Kiribati: 28 outputs, 3 mention GE (4 implicit); Samoa: 22 outputs, 6 mention GE (1 implicit); Solomon Islands: 27 outputs, 6 mention GE, (2 implicit); Tuvalu: 17 outputs, 7 mention GE (2 implicit); Vanuatu: 24 outputs, 5 mention GE (4 implicit)

4. The UNDAF Annual Reports continue to highlight the need for more sex-disaggregated data among the relevant indicators, reflecting a Pacific wide weakness in national data systems. Basic gender statistics— literacy rates, primary enrolment ratios, secondary and tertiary enrolment ratios, share of women in wage employment in non-agricultural sector, proportion of seats held by women in national parliament, maternal mortality rate, contraceptive prevalence rate amongst married women, fertility rate, and proportion of births by trained birth attendant—were provided for the region and some countries. However, UNESCAP is currently working with SPC to develop gender statistics programmes at the national level and improve the availability and use of sex-disaggregated data. This work needs to be reflected in the results matrix and more importantly, through a significant improvement in the overall quality of gender data in the UNDAF.

5. The report also underscored the fact that while there were notable, though uneven, examples of mainstreaming gender into UNDAF documents, little attention appears to have been paid to gender equality in country-level, follow-up programming. Gender analysis has been attempted in the areas of social development (education, health) and to a certain extent economic sectors, but was generally missing from responses in the areas of disaster risk reduction and environment. There are few linkages between the UNDAF and National Plans of Action for Women and limited knowledge or direct reference to the key framing documents for advancing Gender Equality: the Beijing Platform for Action, or CEDAW (although PP indicators include status of ratification, harmonisation and reporting on human rights treaties).

6. The UN Gender Group's own assessment has been that gender mainstreaming is weak in most UN Joint Programme initiatives despite of the stated commitments in the UNDAF document. This reflects the fact that the UNCT did not prioritise UN Joint programming on Gender/ Gender Equality in the first 2 years of UNDAF rollout and perhaps more important, a perceived lack of capacity on gender issues in many agencies.[51] One notable exception has been the Community Centred Sustainable Development Programme (CCSDP) which has included more gender responsive approaches.

7. Various UN agencies—UNFPA, UN WOMEN, OCHA and OHCHR—have made substantial investments in Gender and haverecruited more staff with experience and expertise on gender. This has greatly increased the capacity and substance of the UN inter-agency Gender Group, which has met monthly for the past two years. Through the lobbying andadvocacy of the Gender Group there are now promising efforts to develop a UN Joint Programme to end Violence Against Women, in several countries. The Solomon Islands has already progressed to the project design stage and consultations have been completed in Kiribati. Samoa has highlighted gender as a priority for 2011 AWPs and is talkingabout a future project to address VAW. In addition, UN WOMEN has been invited to establish a presence in Samoa by the Government which should enable greater outreach to countries covered by the MCO while also presenting an opportunity to work more closely with a number of Specialized Agencies that cover the region from Apia.

8. These mid UNDAF initiatives address the findings of the baseline studies on the prevalence and severity of physical and sexual violence in Kiribati, Solomon Islands and Samoa (SPC/UNFPA/AusAID). At the country level initiatives are linked to the proposed UNCT led UN Secretary General's UNiTE campaign. A Pacific UNiTE campaign has been planned by the Gender Group, in discussion with the UNCT of 10 months now, and agencies have contributed to the salary for a Communications specialist to design a campaign mobilize resources and plan the launching. PIFS and NWMs and donors are already signing on to commit to coordination of advocacy education, common country programming on gender and focused regional attention on the issue. .

51 This finding is echoed in the UNICEF Gender Assessment which found that while staff had undergone many "gender" trainings, there was very little translation of this into actually programming.

Recommendations

- There is support from governments in the region for the UNCTs to strengthen UN joint programming efforts on Gender Equality and especially to end VAW.

- At the regional level, the UNCT should build on the support from governments and Regional Organisations to kick start a Pacific UNiTE campaign based on the regional rollout of the Global UN Secretary General's Campaign of Ending Sexual Violence. The potential development of joint programmes around VAW represents opportunities for the UN Gender Group, on behalf of the UNCTs to assume a leadership role on a key development and human rights issue within the region.

- The Gender Group should strengthen the links and working relationships with representatives of SPC, PIFS and other agencies through regular joint meetings and with Development Partners to increase the financing for Gender Equality in the region.

- Where possible, UN agencies and CDMs should actively convene on gender issues at national level and should promote South-South exchanges and learning opportunities in conjunction with the Regional UN Gender Group. [52]

- In order to address the continued lack of data on Gender Equality in the region, the UN should work with key development partners and Forum agencies to develop common country assessments and strategies on Gender Equality and the Empowerment of Women that would act as a roadmap for the progressive implementation of both the Pacific and Beijing Platforms of Action.

6 .3 Mainstreaming Human Rights

How has UNDAF contributed to the mainstreaming and implementation of Human Rights in national policies and programmes?

1. The link between development and human rights has been clearly recognized by the UN system, as has the role of the UNCT to advance human rights. In the Pacific, the UNDAF has been aligned to the Pacific Plan, which also seeks to advance human rights in the region.[53] UNDAF Outcome 2.3 states that "Pacific island countries are aware and protect human rights and make available mechanisms to claim them." This is further elaborated under outputs 2.3.1 and 2.3.3. [54] However, reporting against these outputs remains uneven which makes it difficult to assess the degree to which the UNDAF has specifically contributed to the mainstreaming and implementation of Human Rights in national policies and programmes.

52 Preliminary steps to this effect have already begun in the Solomon Islands Kiribati, FSO and RMI on the basis of the initial feedback sessions from the MTR.

53 "We seek a Pacific region that is respected for the quality of its governance, the sustainable management of its resources, the full observance of democratic values and for its defense and promotion of human rights." The Pacific Plan

54 Output 2.3.1: Increased capacity of state institutions to promote, ratify, report and implement core international human rights treaties and related mechanisms and institutions. Output 2.3.3: National human rights legislation, mechanisms, policies and institutions are developed and /or reviewed. remains uneven which makes it difficult to assess the degree to which the UNDAF has specifically contributed to the mainstreaming and implementation of Human Rights in national policies and programmes.

Key Findings

1. Under the auspices of Outcome Group 2, an OHCHR chaired sub-group developed a Human Rights strategy in 2009 for the UNCT which suggest the following ways in area of action:

   - Promote the establishment of NHRIs in all States covered by the Fiji and Samoa UNCTs through advocacy with governments, civil society and donors;
   - Ratify human rights treaties and withdraw reservations to treaties already ratified.
   - Issue standing invitations to Special Procedures
   - Make a commitment to the advancement of CEDAW legislative compliance
   - Remind States that have already been reviewed of the commitments that they made during the review and encourage implementation
   - Advocate for a human rights perspective and a rights-based-approach in the regional responses including at regional intergovernmental meetings to the global financial crisis.
   - Advocate with governments to invite Special Procedures mandates that have requested a country visit to countries of the Pacific within the UNCT coverage.

2. However, other than in very general terms (see above) these results have not been formally reflected in the UNDAF either during the review process or in the recent revision of the indicator framework. It is also not clear to what extent the strategy has been shared externally or been used to frame discussions with other development partners though this is an area where the UN's convening power places it in a strong position to help push the Human Rights agenda in the Pacific.

3. Using the metrics proposed above, progress has been slow. As of the end of 2009, there are no National Human Rights Institutions in the region that meet the standards need to receivean 'A' classification from the International Coordination committee for NHRIs (this follows the closing of the Fiji Human Rights Commission in 2007). Tonga, Tuvalu and Vanuatu were reviewed under the UPR process in 2008 and early 2009 and Vanuatu and Fiji were reviewed in 2010. In all instances, the UN was able to provide a range of support. A total of 11 out of the 14 PICTs have had their national development plans and strategies harmonized with human rights treaties. All 11 countries either mentioned human rights as an underlying principle, policy objective, strategy or goal for their respective national development plan. The 3 countries not in this category are Kiribati, Niue and Fiji. In the case of Kiribati and Niue, there has been no specific mention of human rights in their national development plans although they have ratified a few human rights instruments. Fiji on the other hand has a road map by the interim regime and although they have ratified a number of treaties, this has not been reflected explicitly in this document.

Recommendations

- The metrics developed above should be integrated into the UNDAF monitoring framework and should be used to raise awareness on the importance of mainstreaming at the national level while also capturing the impor tant (unique) role of the UN in the Pacific to promote Human Rights.

- Where countries have submitted reports to the Committees responsible for monitoring International Human Rights Conventions, the UN should raise awareness and advocate for action on the key observations and recommen dations during Annual Reviews and Development Partner Round Tables.

VII. Effectiveness and Achievement of Development Results

7 .1 Progress at Regional and National Level

What progress has been made towards achieving the UNDAF outcomes at the regional and national levels?

1. At this stage it is probably too early to be able to comment definitively on the progress made towards the achievement of UNDAF outcomes at the regional / national level. The lack of adequate statistical services at the national level continues to pose major constraints for development prospects. Data collection and quality remain poor and national capacities for analysis and evidence-based planning and budgeting at national, sub-regional and regional levels remains weak. This has been an area where the UN system as a whole has been particularly active with a number of UNDAF results focusing on data integrity. There has been clear progress in terms of defining baselines and targets and far greater reporting of activities when comparing the 2008 and 2009 Annual Reports. This is not surprising given that the first year of UNDAF implementation saw a heavy investment in getting new programmes and projects off the ground.

Key Findings

1. The 2009 Annual Review Report provides a useful overview of progress against the different Outcome Areas for both regional and LDC matrices. In particular, there appears to have been significant work in support of UNDAF Outcome 1.1 Pacific Island countries prepare and implement regional, sectoral and national plans and sustainable development strategies aligned with MDG goals, targets and indicators linked to national budget with 27 separate results reported 16 of 27 of which seem to focus on Vanuatu in one capacity or the other. 55 There is also increasing signs that UN agencies are delivering results jointly with UNFPA and UNICEF collaborating on the development of an indicator frame work for the Kiribati Development Plan anchored in the MDGs and UNDAF indicators. UNESCAP, UNDP, UNFPA, UNICEF have jointly reviewed the Nauru National Sustainable Development Strategy (NSDS) and helped to develop key performance metrics that reflect the MDG, ICPD, UNGASS indicators.

2. The overall outlook under Governance and Human Rights, however, is less positive. PICTS continue to lag in terms of reporting obligations, accountability and voice indicators and in terms of rule of law. In the area of protection of human rights and redress mechanisms, the 2009 data indicates that the timely submission of initial and periodic reports under International Human rights Treaties by PICTs. At the end of 2009, there has continued to be no functioning national human rights institutions recognized by the International Coordination committee for NHRIs as 'A' status in the Pacific.

3. The international community has made important progress in achieving a morecon sistent approach to humanitarian assistance in the Pacific. Since 2008 the key regional humanitarian partners—the UN, Red Cross and Red Crescent Movement, INGOs and Development Partners—are collaborating closely under the unique coordination mechanism of the Pacific Humanitarian Team (PHT) and agreed on a Pacific cluster approach. The PHT is chaired by the UNRCs and facilitated by the OCHA in Fiji. In the last 2 years, seven regional clusters—Health & Nutrition (WHO and UNICEF); WASH (UNICEF); Protection (OHCHR and UNHCR); Logistics (WFP in Samoa); Shelter and Camp Management (IFRC and IOM); Early Recovery (UNDP) and Education (UNICEF and Save the Children)—have been active in a dozen response operations.

> *The majority of international humanitarian organizations do not have a physical presence in the Pacific and/or in-country networks and capacity. International organizations that are present in the region maintain a regional capacity with a focus on development programming. Not one of the 14 PICs covered by the UN country teams in the Pacific enjoys the in-country presence of a full humanitarian country team. While some (Fiji, Solomon Islands, Vanuatu) have good representation of UN agencies' and INGO's offices and programmes, others have only limited or no international representation in the country. Coordination is therefore additional challenge as these regional responders operate from different locations in the Pacific.*

55 Some results are reported against more than one output.

4. Six inter-agency contingency planning exercises involving international, regional and national partners have taken place to look at how to strengthen disaster preparedness and response for major events. This Pacific cluster approach has contributed to improving effectiveness, predictability and timeliness of international assistance in the region, as was evidenced by a dozen interventions with varied international assistance, ranging from global cluster activation following the Tsunami in Samoa (2009) to smaller and medium sized emergencies in Fiji, Solomon Islands, Tonga and Cook Islands (2009 and 2010) and contingency planning for the affected population of the active volcanic island of Gaua in Vanuatu (2010). As such the PHT has quickly established itself as a credible coordination platform supported by a wide range of humanitarian partners, including donors, INGOs and governments.

5. UNDAF Outcome 3 is the area where the most agencies are engaged (and which also covers the most MDGs) and is most commonly associated with the UN. The 2009 Annual Review noted that "...some notable progress although not prominent enough to significantly impact on equitable social and protection services in the region." Under CP Outcome 3.1 the latest data that most PICTs have had high rates of net enrolment ratio in education and literacy rates for 15-24 year olds. However, there continue to be concerns about the quality of education being received which suggests that there is scope for further improvement.

6. There has been a gradual improvement in child mortality levels as measured by Under-5 and Infant Mortality rates in Cook Islands, Samoa and Tuvalu, RMI, FSM and Palau. Immunization coverage has increased in some countries like Fiji, the Solomon Islands and FSM while others like Tuvalu, Samoa and RMI have declined. Improvement in maternal health has been experienced in the Solomon Islands and Vanuatu while Polynesian countries have maintained their low maternal mortality ratios. The majority of the countries reported 70 percent of births attended by skilled health personnel reflecting increased delivery of quality health services.

7. The extent to which communities and individuals are practicing behaviors that reflect healthy lifestyles, social protection and better use of social services has slightly improved. The latest available data indicates that countries such as Cook Islands, Fiji and Niue have experienced slight increases in the proportion of population aged 15-24 years with comprehensive correct knowledge of HIV/AIDS. For most of the other countries, data for this indicator have been collected for the first time to provide some baseline for this indicator. In terms of the proportion of population with advanced HIV infection accessing antiretroviral drugs, most countries had 100 percent access except for Samoa (80%) and Solomon Islands (83%). On the low side, there has been a general increase in the rate of NCDs in the Pacific and suggests more effective intervening efforts in this area. There has been a general decline in the incidence rates for malaria in Solomon Islands and Vanuatu. All these have supported the practice of behaviors that reflect healthy lifestyles, social protection and use of social services.

8. Under Outcome 4 that focus on sustainable environment management the UN has supported the mainstreaming of environmental sustainability issues in national plans in all 14 PICTs and builds on the earlier linkages with the Pacific Plan. [56] At the community level, capacity support has been provided that focuses on disaster preparedness and response to long term environmental threats, including the management and conservation of their environment, natural resources and cultural heritage.[57] Forest cover in all the 14 PICTs have been largely maintained and have not significantly changed since the assessment in 2005. The latest data on access to improved water sources and sanitation systems have also indicated increases in all the countries indicating a sense of effective management and sustainable use of natural environmental resources across the Pacific. Overall, OG 4 has had to respond to a number of other ad hoc requests and have overseen the production on a number of knowledge products including the Climate Change Scoping Study, the development of a Documentary 'Grim Reality' for the Forum Leaders meeting and COP 15, formulation of UNDP-SPREP Strategic Partner ship for UNFCCC COP 15, and the Development Partners in Climate Change.

56 No links are made, however to the MSI+5 Environment Pillar.
57 The lack of comprehensive data on environmental sustainability has made it difficult to ascertain progress against this sub-outcome.

Recommendations

- The UNCT needs to continue to strengthen national capacities for monitoring and reporting against the MDGs and to support planning and budgeting to ensure that critical gaps are filled in the final run up to 2015.

- The Annual Review(s) should focus on identifying areas where the UN system as a whole has added most value and to identify points of convergence among different agency programmes and focus on these (rather than indi vidual achievements).

7 .2 Achievement of Outcomes

What are the main factors contributing to the achievement of outcomes and what are the main challenges and constraints to the achievement of outcomes? What are the main results, as a result of UN intervention, that have contributed to achievement of key national development results?

1. As mentioned in previous sections, it is probably too early to be able to make definitive statements about the achievement of results. Nonetheless, at this mid-point stage in the UNDAF, a number of issues have emerged that need to be addressed during the remainder of the current cycle. First, it is important to acknowledge that the success and failure of UNDAF results are constrained in part by circumstances beyond the sole control of the UN. These include a dearth of data, weak capacities and weak civil societies and in fact were identified as key cross-cutting interventions during the formulation of the UNDAF.

Key Findings

1. The evidence thus far paints a mixed picture. Throughout the Pacific, the review found examples where UN agencies, mostly individually but also collectively, have begun making a difference. This ranges from the partnerships with NGOs in Vanuatu working with young people to the support being provided to the development of an indicator framework for the Kiribati National Development Plan. Where the UN, most notably WHO, UNICEF and UNFPA have come together in the Health sector, they has been success lobbying Health Ministers in the Region on policy issues and ensuring that development partners continue to channel resources towards reproductive health services and to safeguard the rights of women and children. Where the UN responded on the basis of concrete data, for example on Violence Against Women in the Solomon Islands, programmatic cohesion has followed. When the UN has provided critical information and data—for example through the sentinel surveillance sites set up in the wake of the economic crisis, donors and national governments have responded. In short, where the UN cooperates, success follows. Where agencies follow a solitary path, sustainability becomes linked to the continued availability of funding and therefore uncertain. When the UN fails to focus on addressing critical capacity gaps measuring and institutional and behavioural change, the long-term impact of UN interventions are harder to see.

2. Part of this stems from a problem that has been identified earlier in this report, namely the tenuous nature of the link between agency CPAPs and annual work plans to the results (and analysis) that underpins the UNDAF results. Thus, if one looks at the interventions contained in the LDC matrices (see annex) one immediately sees that there is a lack of consistency in terms of how the results have been formulated and addressed across different countries. If one compares the CPAPs of the Ex Com agencies, one finds a similar lack of consistency in how results: (a) are formulated and (b) reflected (or not as the case may be) in the relevant UNDAF LDC matrices.

2. There is also a lack of consistency in causal (if .. then) logic in several of the results chains that is carried through into the monitoring framework. The ongoing revisions to the M&E framework may be able address this to some extent but will be limited by the formulation of the results statements, in terms of the causal logic. Thus in many instances in the LDC results matrices, Outcomes are supported either by a single result or output (that more often than not restates the outcome statement). When one attempts to look at the CPAPs and annual work plans for greater clarity, the links between the different levels of results becomes even harder to follow. The coherence that one finds in individual agency plans unfortunately does not carry forward into the UNDAF and the original M&E frame work which are therefore unsuitable for measuring progress and achievements of the UN's contribution to national development.

3. Concrete steps need to be taken to review work plans (and M&E criteria), either thematically or at the country level. This should be done jointly involving both the relevant UN organizations as well as project stakeholders at the naional—and where appropriate regional—level, and provides an excellent opportunity to strengthen project ownership by stakeholders, and promote complementarities.

Recommendations

- The UN needs to marry the operational flexibility and in-country presence of funds and programmes with the technical expertise of specialized agencies in order to make a difference.

- The UN needs to focus on critical interventions that fill gaps and complements the work of others (such as the support provided by UNDP to the Dept. of Energy in Tuvalu) which opens the door to significant resources being mobilized through other donors.

7 .3 Response to New Challenges and Opportunities

How has the UN been able to respond to the changing global and national development environment such as climate change, food and fuel crisis, human rights, gender, global economic crisis and other national and regional emerging issues?

1. The UN has shown itself to be reasonably responsive to emerging challenges in the region. The work supported by the UN around the Global Economic Crisis and the Food Summit are the best examples of where the UN system has come together to add value and this is acknowledged by a broad range of stakeholders. However, the UN needs to continue to build on this success. There is a growing recognition that the UN system has a comparative advantage in the areas of Gender. Work around VAW (Kiribati and Solomon Islands) represent one area where the UN can and has made a difference and should continue to build on these efforts throughout the region.

2. The UN also played an important role in helping to coordinate most Tsunami efforts in Samoa and Tonga through the deployment of an UNDAC Team and on-ground efforts of UN personnel. However, more needs to be done to make sure that these do not duplicate national efforts and focus on capacity development as opposed to capacity shuffling.

3. Increasingly, it is clear that climate change is an emerging and important issue in the region. Unlike in many other sectors, there are significant funds available through various GEF and other climate change mitigation funds. To date, the UN (and in particular UNDP and FAO) have been designated multilateral implementing partners for GEF funding in the region working in partnership with environment ministries in the region. UNICEF has recently commissioned an in-depth study of the potential impact of climate change for children in the region and likewise, WHO has been increasingly active around the issue of the health impacts of climate change. To reflect this new work, Outcome Group 4 has proposed a new outcome specifically related to climate change be added to the regional results matrix which was endorsed at the 2010 Alignment meeting. However, the bigger challenge for the UN system as it moves forward with the development of possible joint programmes on climate change is to be sure to build the case for how it can add value as the UN system. The work of the UN around climate change has to be strategic, not opportunistic.

Climate Change remains an area where good and strong guidance is required: the abundance of imprecise data, and the availability of large funds may lead to inappropriate priorities for PICTs

Recommendations

- The MTR endorses the idea of expanding the scope of UNDAF Pillar Four to include a new CP Outcome area that focuses explicitly on climate change. However, this comes with strong word of caution that any work in this area must be in formed by a clear analysis and understandingof how the UN system as a whole can add value (as opposed to simply appearing"responsive" but not necessarily being so).

- This would also suggest that serious consideration be given to moving Outcome 2.4 (disaster risk reduction and mitigation) under Pillar 4 given the considerable synergies in approaches especially at the community level.

- The GEC and Food Summit represent important contributions of the UN system to the region over the last two years. However, the real impact will be felt if and when the UN can take the lead on translating promises and pledges into concrete actions on the ground ("making it happen").

7 .4 Ownership by PICTs

To what extent was the UNDAF development, implementation and review reporting process fully owned by the Pacific Island Countries and region

1. The development of UNDAF took place over several years, and involved extensive consultations between UN-agencies. Consultations at the national level took the form of in-country meetings with relevant authorities, presentations at regional meetings, and with regional organizations and development partners. It has clearly been the belief of the former RC and members of the UNCT that this had resulted in greater ownership of the UNDAF by national governments.

Key Findings

1. The MTR found that the ownership of the UNDAF by partner countries continues to be relatively weak though an improvement over previous iterations. This stems in part from the fact that the first [significant] phase of the UNDAF preparation process focused on building a consensus among the UN agencies (itself a difficult task). This consensus was then reviewed and finalised in consultation with national governments in the five LDC countries but the engagement was seen as UN-led and top down approach. The lack of ownership was particularly acute among the 9 non-LDCs covered by the regional results matrix, most of whom, did not participate in the UNDAF workshops.[58] This is exacerbated by the fact that the regional esults (even at the UN CP Output level) are framed in the broadest possible language and therefore are not seen as being directly relevant at the country level. However, perhaps the clearest evidence that the UNDAF was and is viewed as UN coordination tool rather than as the foundation of the partnership between the United Nations system and National Governments is the fact that none of the 14 PICTs are signatories to the UNDAF.[59] This was further reinforced during the interviews when almost without exception the review team had to spend time explaining the purpose of the UNDAF and its structure. This suggests a lack of awareness about the UNDAF and UN Reform in general. When respondents had heard of the UNDAF, most admitted they were not particularly familiar with the key pillars or contents of the document. However,there was an appreciation of the efforts to link the UNDAF to National Development priorities.[60]

2. As is commonly the case with UNDAFs globally, the general high level of cohesion in the planning and development phase has not been sustained during the implementation phase with most agencies focusing on their [individual] projects and programmes with line ministry partners. It is these activities that focus on sectoral priorities and to that extent are "owned" by the national partner institutions.

> ***"There is greater partnership or cooperation not just within the UN but between the UN and the government .. in achieving our priorities – something that was never there before."***

3. On a more positive note, however, the annual UNDAF review processes have attracted good participation from governments though it is still viewed primarily as a UN exercise rather than a joint Government-UN review. However, country ownership of the review process is increasing with more senior members of government participating in the review meeting and in certain cases presenting the results. More could be done to empower national counterparts and to use the Annual Review as a forum for a more substantive discussion about the role and contribution of the UN to national priorities rather than the current forum to share information and to raise the occasional question.

58 The Cook Islands, Niue and Tokelau were invited to participate in the UNDAF orientation workshop organized by the Samoa UNCT but this was the exception rather than the norm.

59 It should be noted that there was representation from a number of PICs at the launch of the UNDAF.

60 It should also be noted that given the high levels of aid dependency especially in the smaller PICTs, it is also not realistic to assume that many governments will turn down the opportunity to develop a project when approached by a UN agency regardless of how small the funds might be. Thus, at some level there is "ownership" over the project but this should not be confused with genuine commitment. The inability of government bodies to sustain or absorb development projects into regular budgetary processes remains a particular concern.

Recommendations

- The development of the next UNDAF cycle needs to take an explicit bottom up approach starting with analysis and interpretation of National Development Plans (for both LDCs and Non-LDCs) which would sharpen the focus of the results at the country level.[61]

- The UN needs to strengthen ownership of the UNDAF by pushing for national signatures especially for the LDC matrices for the next UNDAF cycle.

- UNDAF reviews should be folded into the Government-led reviews of national development plans wherever possible.[62]

- Where Aid Management offices have produced Annual Reports (as is the case in Vanuatu), the UN should consider using these as the primary reporting mechanism for the UNDAF.

7.5 Aid Effectiveness

How has the UN promoted national execution of programmes, national systems and strengthening of national capacities, in alignment with the Pacific Principles of Aid Effectiveness?

1. The Pacific Principles of Aid Effectiveness list 7 key actions and approaches for both countries and development partners (donors). These include country leadership, the use of multi-year funding frameworks, greater Pacific ownership of regional development, increased harmonization of approaches, increased use of local systems, TA to support national ownership and short-term TA to fill specific capacity gaps and use of an agreed monitoring and evaluation framework that will ensure joint assessments of the implementation of agreed commitments on aid effectiveness. Likewise, the UNDAF cites aid coordination and harmonisation and the national owner ship as key guiding principles during UNDAF implementation including the use of sector wide approaches where possible

Key Findings

1. Overall, there is increasing evidence that the UN system is utilising national systems wherever possible. UN agencies are increasingly participating in Health Sector SWAps in the Solomon Islands and in Education in Vanuatu to name two examples.

2. Various UN agencies have also participated in coordinating mechanisms and forum such as the regional partnership arrangement between UNICEF, WHO, CDC, JICA, AusAID and NZAID on the PIPS (Pacific Immunization Program Strengthening) partnership where WHO and UNICEF have continued to be the main provider of vaccines and cold storage equipment for 14 PICS. UNAIDS have also been involved in a coordinated funds mobilization system to assist country health system and HIV/AIDS needs through the Country Coordinating Mechanisms (CCMs) in PICs which acts as the liaison with the Global Fund in Geneva on health system and HIV/Aids proposals submitted collectively from the PIC governments, NGOs and stakeholders in those countries. In the case of UNESCO, participation has been in region-led coordination mechanisms and forums such as the Pacific National commissions and ASPAC national commission forums.

3. The UN is also working closely with aid coordination mechanisms. However, there is still a tendency of some agencies to by-pass these mechanisms and to work directly with line ministries (enabled, in part, by the ministries them selves). Thus, in some instances, it has proven difficult for aid management divisions to obtain an accurate picture of support being received through the UN system. While it could be argued that this is an internal problem between AMDs and line ministries, UN agencies have not been consistent in their reporting through national systems and should routinely keeping ADM informed of their work. In one notable instance, an AMD office recruited a UN Volunteer with the sole task of tracking UN resources and overseeing reporting requirements who documented at some length the tremendous difficulties obtaining reliable figures from UN colleagues and the lack of coordination around UNDAF financial reporting.

61 Country level results would then be aggregated upwards into common multi-country results where applicable.
62 It should be noted that the UN does not contribute to all the key priorities of national development plan(s).

4. On the plus side, UN agencies with CPAPs (UNICEF, UNFPA, UNDP and UN WOMEN) have been able to develop indicativefunding commitments for a five year programme cycle which is developed in consultation with line ministries and relevant stakeholders. The CPAP is signed by the UN and (usually) the Ministry of Finance and National Planning which ensures that UN resources are recorded by the budget as overseas development assistance. Disbursements to focal ministries are then overseen by the Government. However, as noted above, for a number of other agencies (FAO, UNESCAP and UNAIDS) funding is still provided directly to line ministries and the primary responsibility for ensuring that these are properly reflect in national budgets lies with the partner ministry.

5. In terms of financial management, the gradual introduction of HACT and the use of FACE forms has been cited by a number of respondents as a welcome development in terms of using national financial systems. [63] While the use of direct budget support has increasingly become the preferred mode of funding among bilateral and some multilateral donors, the financial regulations of many agencies make it very difficult for the UN to follow suit.

6. There is still an over-reliance on the use of TA (consultants) to complete specific tasks (e.g. the preparation of reports and proposals) which addresses short term capacity constraints without necessarily helping to develop capacities for the long run. Similarly, in a number of cases, the review found that the practice of putting in place project management units to improve implementation (a) resulted in staff moving over to project activities thereby weakening capacity in government, and (b) the lack of a well thought strategy for these functions eventually being absorbed into normal government operations. Part of this stems, of course, for the well documented human capacity constraints in most PICTs. However, more consideration needs to be given to developing a more innovative and long-term solution to the lack of technical capacity in most PICTs.

7. While the Joint Strategy Meeting (JSM) has been a useful exercise and has reduced the transaction costs of monitoring UN activities, steps should be taken to merge these with reviews of national development plans during the remainder of the UNDAF cycle. As noted elsewhere, while steps have been taken to use national indicators wherever possible in most instances, the UNDAF review process is separate from national processes and given the relative size of UN programmes and the capacity constraints in government, merging these two processes would be a welcome development.

Recommendations

- UN Agencies should routinely keep Aid Management Divisions fully informe about all disbursements to line ministries (even if the primary responsibility is with the relevant ministry).

- The UN needs to continue to roll out the implementation of HACT and link it to strengthened national financial systems.

How has the UN been able to respond to the changing aid environment in the Pacific, including response to the Pacific Leaders' request for implementation of the Cairn's Compact Initiative, aimed at upholding the Pacific Principles of Aid Effectiveness?

1. The Cairns Compact on Strengthening Development Coordination in the Pacific is an initiative which was agreed by Pacific Leaders at the 2009 Pacific Islands Forum. The Compact sets out actions designed to improve the coordination and use of development resources in the Pacific, in line with international best-practice as expressed in the Paris Declaration on Aid Effectiveness and Accra Agenda for Action. It is based on principles that recognise the development needs of the Pacific, and reflect the shared commitment of Forum countries and their partners to improving development outcomes in the region. [65] The UN through the RCO Fiji participated in the initial meetings and signed the Cairns Compact (CC) on behalf of all UN agencies.[66]

63 It should be noted that HACT only covers a limited number of agencies and countries and will therefore only partially address the issue of cumbersome disbursement procedures.

64 However, it should be noted that the 2008 UNDG paper RESPONSE TO THE CHANGING AID ENVIRONMENT encourages the use of direct budget support (pg. 8 para 9b).

65 It should be noted that the Cairns Compact has been heavily pushed by Australia and there are questions about the degree of genuine ownership among other PICTs.

66 There appears to be some disagreement among the UNCTs about whether or not the UN should indeed be a signatory to Cairns. As a result, the initial submission from the UN did not have information from a number of agencies.

Key Findings

1. To date, the UN has responded and contributed to a number of initiatives under the Compact. This includes submitting information to be included in the Development Partners report, acting as part of the Peer Review Teams, and providing support to the MDG tracking report (UNDP Fiji Multi-Country Office, UNDP Pacific Centre, UNESCAP, UNICEF and UNFPA). However, to date only 10 out of 17 UN agencies have provided information to the Secretariat. It should be noted, that the UN submitted one consolidated report as part of an on-going commitment to greater convergence and coherence which is a central part of the UN Reform process.

2. The first Annual Report prepared on the basis of submissions from development partners painted a fairly grim picture. In 2009, there were a total of 972 separate missions to Forum member countries, or about 69 missions per country (this excludes mission from CROP agencies). While it might be understandable that the Solomon Islands had more than 3 missions during any given week given the presence of the RAMSI mission, Kiribati with a population of 100,000 had on an average 2 missions per week. The report also noted that while the region receives around US $1.4b in development assistance only US $214m (15%) was disbursed through national financial systems and only US $132m (9%) used national procurement systems. The UN certainly has made important progress in this regard through innovations such as the JPOs and the Annual Reviews. However, more could certainly be done to develop joint missions (with common partners) or enabling greater sectoral convergence.

3. However, it should also be noted that there is nothing particularly new about the Cairns Compact when compared to the general principles of aid effectiveness which should be guiding how the UN system works in the Pacific and is one of the driving forces behind the UNDAF. As has been highlighted elsewhere in the report, the UN's adherence to these principles varies tremendously between agencies and among countries. The reasons for these are many and range from an increase pressure to "deliver" which has seen an increased use of direct execution modalities at the expense of capacity development to a lack of strong leadership and direction on the part of many national counterparts.

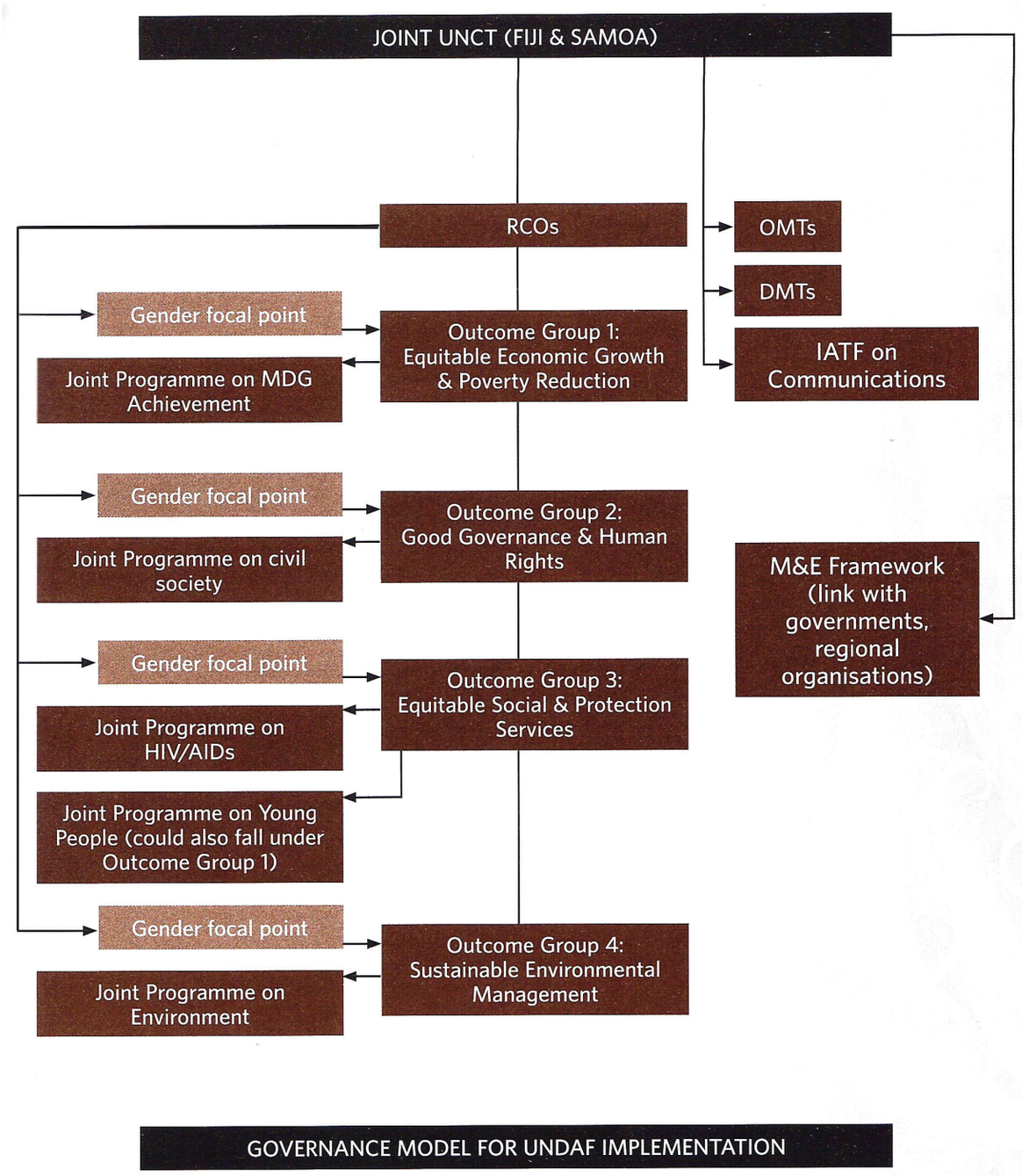
Recommendations

- The UNDAF (and UNDAF reporting) should become the UN systems response to the Cairns Compact.
- This would include capturing CC indicators during the revision of the M&E framework and reporting on these during the Annual Review process.
- All UN agencies to support CC and ensure submission of CCDP reporting information to METWG in future.

VIII. Efficiency of the UN processes and system to achieve UNDAF results

How well is the current UNDAF governance/implementation system working? Which areas of the governance system that are working? Specifically, which outcome groups are functioning well and what are the common elements in those outcome groups that can be replicated in the other outcome groups? What areas of simplification and streamlining governance mechanisms and processes are there to reduce transaction costs while at the same time, increase effectiveness?

Figure 1: UNDAF Governance Structure



1. The Governance structure for the Pacific UNDAF is quite unique given the multi-country and regional dimensions that need to be addressed. Cognizant that the UNDAF would only work if there was a light structure, the UN adopted a streamlined management structure (see above) that was focused on the four Outcome Groups with clearly identified responsibilities for the development of joint progammes along with a firm commitment to Gender and links to theM&E working group. However, this structure also has to adjust to the simple fact that no two UN agencies quite work the same way across the region and that there is also a bifurcated UNCT. [67] Time and dateline distances and extensive travel schedules have also impacted the overall cohesion of the UN system in the Pacific despite the best of intentions.

2. The primary responsibility for oversight on implementation has been delegated to Outcome Groups that are chaired by Heads of Agencies who in turn are supposed to keep the UNCT's appraised of major developments. The Outcome Groups are supported by Gender and Monitoring groups through a system of focal points who are expected to provide very specific technical guidance to the groups. Currently 3 of the 4 OGs are chaired by Suva based agencies with OG 4 now being chaired by FAO from Samoa. A Communications Group chaired by UNESCO also works out of Samoa though it appears to lack real cohesion and has struggled to develop a common set of principles and even UNESCO concedes that it might be better chaired out of Fiji. As with many other aspects of the UNDAF, the experience with Outcome Groups has been decidedly mixed despite the fact that groups all work from the same terms of reference. Lastly, the UNCT also instituted a series of Annual Alignment Meetings that would bring together the Joint UNCT at least once a year in person (alongside quarterly meetings conducted via tele-conferences) to continue to look at means of improving coordination and cooperation.[68]

Key Findings

1. The main concern is that the UNDAF lacks a formal Steering Committee mechanism at either regional or national level. For reasons primarily of convenience, it appears that there has been no real attempt to invite national governments or regional bodies (as appropriate) to form a steering committee that would provide oversight and guidance to the work of the UN in the region. This lack of national ownership perhaps more than any other single factor explains why the UNDAF remains at times a peripheral document rather than the centre of the UN's engagement with the region.

2. Most countries have a UN Desk (usually housed within the Ministry of Foreign Affairs usually comprising a single person) who acts as the primary liaison point for the UN system. However, this does not extend towards a formal steering committee that is co-chaired by the Government and the Resident Coordinator with the express responsibility for ensuring that the UNDAF is effectively implemented. Its absence goes a long way towards explaining the general lack of strong engagement around the UNDAF that has been observed by the review team.

3. The functioning of the OGs needs to be strengthened so that they substantively add value. Rather than acting primarily as an information exchange body, the OGs need to become much more proactive and substantively engaged and provide active leadership to the UN family. This would include much more attention give to identifying potential joint programming / joint programme opportunities and to refine and shape the work of the UN under each pillar. Of the four groups, OG 4 has probably been the most proactive about formulating a common "UN" position and has made a number of attempts to pull together a formal joint programme. OG 3 also appears to be working more cohesively and there are a number of positive examples of operational cooperation at the national level. As mentioned earlier,

67 The decision to have a joint UNCT across Apia and Suva is a reflection of the fact that the head of UNDP has historically been the Resident Coordinator and for reasons of politics, UNDP has two offices in the region and thus co-RCs. The Samoa based agencies acknowledge that this division is something of an anomaly but also point out that it would be politically very difficult if not impossible for the UN to centralize operations in Fiji.

68 The alignment meeting is discussed in more detail later in the report.

UNFPA, UNICEF and WHO have been successful with policy advocacy efforts with Health Ministers at the regional level and the UN Joint Programme on Health and HIV/AIDS continues to be working well (though in the case of the latter this is due in part to the fact that participation is mandatory). There is also scope for the UN to become much more proactive on protection issues at both the national and regional level.[69] Outcome Groups One and Two have been less successful thus far in terms of coalescing around a common set of issues though the GEC conference does have its genesis in OG 1 and OG2 has set up working groups on parliamentary strengthening, local government and Human Rights (and the latter has developed a UNCT strategy paper for consideration).

4. The OGs, however, have been largely unsuccessful in identifying or bringing to fruition many of the joint programme initiatives that were highlighted in the UNDAF. The OGs also do not appear to have identified any particular efficiency gains or other opportunities to reduce transaction costs and to demonstrate a genuine commitment to the principles of "delivering as one". Again, this can be traced to the fact that for the vast majority of UN agencies, the UNDAF represents additional work without a clear sense of the possible rewards. Successes that can be quantified tend to occur at the agency level whereas at the UN family level these gains are much less obvious (and more to the point, are rarely rewarded during staff performance reviews). The OGs also need to commit much more strongly towards robust monitoring of the UNDAF and to ensure that agencies are held accountable for the delivery of results especially at the output level. At the moment, this burden is being passed on to the M&E manager who has to rely on (incomplete) inputs from agencies to compile the Annual Report when the primary accountability has to lie with the Outcome Groups. The outcome groups (and responsible agencies, as the case may be) also need to identify where action has not been taken and why (no longer relevant, other partners are working on this, lack of resources etc.) and to amend results to reflect new challenges and emerging issues.

Recommendations

- OGs need to focus / coalesce around 1-2 issues and make this the focus of their work and advocacy during the year.
- Every OG should take on the responsibility of producing one piece of research that would help to position the UN as a centre of excellence within the region around that theme.
- Concrete steps need to be taken to review work plans (either thematically or at the country level) to identify means to work more collaboratively.
- OGs need to provide more timely and focused contribution to the monitoring of the out come areas in collaboration with the M&E Manager and M&E TWG.

8 .1 Cohesion and Convergence

How has the UNDAF contributed to increased synergies among programmes of UN agencies and enhanced joint programming?

1. The question correctly assumes that there has been an increased synergy among programmes of UN agencies and enhanced joint programming. There have been important steps taken in the area of joint planning—both between UN

Joint Programmes institutionalise common work plans, budgets and monitoring systems, and build effective partnerships around common issues or mandates. Joint Programming indicates a lesser degree of cooperation but nonetheless contains many of the attributes of a joint programme without formally co-mingling funds.

69 The protection sub-group has taken on the issue of publicizing the UN System Ethics Code of Conduct in the region. However, while undoubtedly a worthwhile issue that deserves the attention of the UN system, the staff code of conduct has nothing at all to do with the UNDAF.

agencies and to a lesser extent through the OGs and also with common partners. The UNDAF outlines a number of areas where increased joint programming (if not full-fledged joint programmes) were anticipated under the auspices of the Outcome Groups in the following areas: MDGs (Outcome Area 1), Civil Society (Outcome Area 2), HIV/AIDS (Outcome Area 3), Young People (Outcome Area 3), and Environment (Outcome Area 4). The UNDAF also indicated that the focus for joint programmes would be at the country rather than regional level. However, for a number of reasons several of the joint programmes have not got off the ground (HIV/AIDS and Adolescent Health and Development being the exceptions). There have been a number of attempts to develop an environment joint programme including one focused on climate change which is still in the concept note stage. Perhaps of more concern is the fact that here are numerous examples where opportunities for joint programming are not being followed in particular when gencies partner with the same ministry. In the Cook Islands, for example, four different UN agencies partner with the Ministry of the Interior but operate from multiple work plans (even when working with the same division).

2. There has been a marked improvement over the last two years in part due to the development of sectoral plans and SWAPs which has provided an overall framework for agencies to work within. However, more could be done to improve coordination structures which remain a serious obstacle to the UNDAF being seen as a truly useful document (and process). In Health there is more solid evidence of cooperation / synergies between the WHO, UNICEF and UNFPA though this still has not extended to shared work plans in most instances. In the Marshall Islands for example, three UN agencies work with the Ministry of Health but focus on programme implementation in their respective man dates: Reproductive health (UNFPA); TB, leprosy, and capacity building through scholarships for the nursing training program (WHO); and immunization (UNICEF). Each organization communicates directly with the Ministry of Health, and the provision of funding is commonly done through accounts managed by the MOH.

3. In Education, UNESCO and UNICEF have partnered with SPBEA in the area of educational standards. However, as noted by SPBEA, there is still a lack of proper coordination at country level. Another example cited in section 5.2 is the Food Security Joint Programme which has successfully received funding from the MDG Human Security Trust Fund.

4. As mentioned previously, Outcome Group 4 has made the most concerted attempts to develop a joint programme around the Environment. However, one would have also expected to see greater cohesion among agencies—primarily, UNDP, FAO and UNEP—that work on environment and agriculture around sustainable land management. In Kiribati for example, the Secretary for the Ministry of Environment and Natural Resources noted that her Ministry had multiple work plans with different UN agencies which was taking up scarce human resources. Similarly, during the Samoa Annual Review, it was clear that the UN could do more to bring together the Ministries of Environment and Agriculture that would build on the close working relationship within the UN.

5. However, there continues to be a lack of effective joint programming around cross cutting issues such as working with CSOs (many of whom commented that the UN seems to only view them as implementers and not proper partners). Despite this, opportunities abound for the development of joint programmes and programming involving several UN agencies. One such example is the CSO 'Youth to Youth in Health' in the Marshall Islands, which provides peer support and counselling on reproductive health and drug abuse to youth in the urban areas of Majuro and Ebeye. The organisation is supported by MoH which pays for electricity, maintenance of its youth centre, and clinical supplies. The clinic operates in the afternoons and evenings, and is staffed by doctors on a voluntary basis. Its long standing partnership with UNFPA provides for contraceptives, materials and training support. SPC's regional office in Pohnpei, FSM is also collaborating with UNFPA on this initiative. Joint programming between UNFPA, WHO, UNAIDS and UNICEF for example would help improve capacity building of the organisation, widen its scope, as well as enable it to reach out to other urban areas where similar problems exist. Also in the Marshalls, both UN WOMEN and UNDP have supported the NGO 'Women United Together in the Marshall Islands (WUTMI), to promote gender sensitising (UN WOMEN), and through a small grant for a Sustainable Livelihoods Project (UNDP). WUTMI has also been contracted to implement a study on the national status of MDGs achievement.

Humanitarian Responses

1. Humanitarian assistance, lead by the UN in the Pacific, has since 2008 strongly developed regional cooperation and-partnership between UN, and non-UN (Pacific islands, CROP, NGOs, bilateral donor partners and strengthening the overall humanitarian response, including protection and gender focus, through strengthened coordination and relief and recovery activities.

2. The international humanitarian community, scattered around the Pacific, has made important progress in achieving amore consistent approach to humanitarian assistance in the Pacific. Since 2008 the key regional humanitarian partners (UN, Red Cross and Red Crescent Movement, INGO's, donors) are collaborating closely under the unique coordination mechanism of the Pacific Humanitarian Team (PHT) and agreed on a Pacific cluster approach. The PHT is chaired by the UNRCs and facilitated by OCHA in Fiji. Clusters are led by agreed cluster lead agencies and TORs are in place for these actors. [70]

3. This Pacific cluster approach has contributed to improving effectiveness, predictability and timeliness of international assistance in the region, as was evidenced by a dozen interventions with varied international assistance, ranging from global cluster activation following the Tsunami in Samoa (2009) to smaller and medium sized emergencies in Fiji, Solomon Islands, Tonga and Cook Islands (2009 and 2010) and contingency planning for the affected population of the active volcanic island of Gaua in Vanuatu (2010).

4. The PHT has established itself as a credible coordination platform supported by a wide range of humanitarian partners. The PHT also serves as a relevant active "sub-network" of the Pacific DRM Partnership Network, facilitated by thePacific Islands Applied Geosciences Commission (SOPAC), which aims to implement the (regional version of the) Hyogo Framework for Action. [71]

The Joint Presence Offices

1. The establishment of Joint Presence Offices (JPs) and the appointment of a Country Development Manager (CDM) in the Marshall Islands, FSM, Palau, Kiribati, Vanuatu, Tuvalu and the Solomon Islands has helped to improve communication with governments and increase UN visibility. Initially set up by the UNDP, UNICEF and UNFPA in response to requests by national governments for an enhanced UN country presence, the JPOs represent a highly significant potential asset for the UN in the Pacific to improve its outreach, as they are the most visible at the country level.

The Joint Presence Office is a welcome development in this regard and it does appear to facilitate sharing of information between the various UN agencies in Solomon Islands. For example, UNDP and UN WOMEN appear to be working closely together on support for the Truth and Reconciliation Commission.

2. However, the responsibilities delegated to the JPOs are still very limited and largely administrative. This reflects the fact that they were originally envisaged as a liaison for the three Ex Com agencies and Government based on the principles of reciprocity.[72] This in itself represents a notable innovation and is evidence of the type of operational flexibility that has been lacking in other areas. However, the JPOs have outgrown their original function as an in-country secretariat for the UN Ex Com agencies and could play a much more strategic role around the implementation of the UNDAF and

70 In the last 2 years, seven regional clusters (health & nutrition, led by WHO and UNICEF; WASH lead by UNICEF; Protection led by OHCHR and UNHCR, Logistics led by WFP (in Samoa); Shelter convened by IFRC; Early recovery led by UNDP and Education led by UNICEF and Save the Children) have been active in a dozen response operations (for overview please request additional info). Six inter-agency contingency planning exercises have taken place, involving international, regional and national partners exploring trengthening disaster preparedness and response related to major events that would require international assistance.

71 OCHA plays a central role in the further development of this coordination network, by supporting and liaising with clusters, organizing in-country inter-agency contingency planning and strengthening collaboration with and within national coordination mechanisms. OCHA facilitates training and capacity building, providing opportunities for further collaboration between partners and providing information management services to the regional network; OCHA has also been central to raising national-level awareness of the importance of gender equality in humanitarian response, and the development of more inclusive disaster planning.

72 UNFPA is the lead agency for the North Pacific, UNICEF is the lead in Vanuatu and Kiribati and UNDP in Solomon Islands and Tuvalu.

helping to support greater coherence and convergence among the UN at the country level. The UN has been fortunate in its recruitment of very motivated and capable CDMs several of whom have prior experience working with aid management systems. The CDMs are in a unique position to help to strengthen cooperation betweenagencies and projects but need to be empowered and to play an analogous role to that of the RCO at the country level. [73] More needs to be done to leverage this in-country knowledge and to position the JP office as the focal point of UN interventions in the country. This enhanced role for the JP has been endorsed by both government and civil society to in particular facilitate a more efficient and effective deliver of assistance and support.

3. The visibility and presence of the UN in the countries would be further enhanced by encouraging the JPs to take a leading role in facilitating communication between UN-supported projects, related projects in specific sectors implemented also by non-UN organizations, and between NGOs and the UN. There is now evidence that other agencies, in particular, UN WOMEN are becoming more engaged with the JPs and this in turn has led to greater cooperation among agencies, in for example, the development of a Women and Children's policy in Kiribati. However, more could be done to turn the JPs into a forum for more substantive long terms programmatic convergence.

Recommendations

- In the absence of a SWAp (which would obviously supersede the need for a stand-alone plan) the UN should commit to developing joint work plans when working with the same Ministry. This would involve combining agency AWPs under the responsibility and/or implementation by certain Ministry.

- More concrete efforts need to be made to foster shared ownership for the achievement of results and to enable agencies to work / represent on behalf of one another (with the exception of specific technical missions).

- While this has been embraced by HOA more needs to be done to advocate for this especially as a means to reducing transactions cost particularly in travel missions.

- The CDMs need to be empowered to play a more substantive role and to identify increased joint programming and advocacy opportunities.

8 .2 Transactions Costs

Has the UNDAF contributed to a reduction of transaction costs for the government and UN agencies? In what ways can transaction costs be reduced given the multi-country and sub-regional nature of the UNDAF across two UNCT parishes?

1. The general perception among government partners and even from UN staff was that the transaction costs of doing business with and even between different agencies remained high. This was particularly the case with regard to the amount of time spent discussing and planning UN interventions (which often involved relatively small amounts of funding). Individual agency and annual plans are frequently discussed and signed off with the same staff in Government which is unfortunate given the well documented capacity constraints in the region.

73 At the country level agencies tend to come together around security and operational matters. The review found that meetings on programmatic matters were held infrequently if at all and were not seen as a key expectation. The review would strongly suggest that de facto country level "UNCT" meetings be held at least once a quarter with a specific mandate to identify increased joint programming opportunities.

2. This is further exacerbated when it comes to the implementation stage where, with some notable exceptions such as the cervical cancer screening in Tuvalu, the focus remains on the agency specific activities each which has to be managed individually even though they are essentially a common set of interventions in support of a shared goal. Some of the problems that were flagged during the course of interviews included (a) delays in the release of funds leading to slow implementation, (b) overly cumbersome payment policies and procedures leading to much bureaucracy (e.g. three separate UN accounts to be run by one Ministry) and (c) a perception that project funds often went towards covering management expenditure at the expense of the actual beneficiaries.

3. These weaknesses have been acknowledged by the UNDG and led to the introduction of the Harmonized Approach to Cash Transfers (HACT) to simplify financial management and tracking. Currently, micro assessments have been conducted to determine where financial systems are sufficiently robust to enable the UN to work through national systems and procedures which would significantly reduce the transactions costs of working with the UN. The introduction of the FACE form was seen to be a positive step in the right direction but had not yet addressed the key challenges.

> ***The programme reporting requirements required by the UN – as well as by other donors and CROP agencies - are overburdening the civil service [Secretary of Finance, Marshall Islands]***

4. There has been a considerable investment in working out systems and processes in particular by the M&E TWG which was not only responsible for the collection of data to fill gaps in the indicator framework but also helped to facilitate substantive UN contributions on data integrity at the regional level. However, there is still a continued perception that agencies are still not working on joint / integrated missions. The joint programme approach was initiated in Palau and FSM as a transaction cost-cutting measure of the UN. This enabled several UN agencies inconsultation with national partners to develop joint multi-year programmes with different sectors that are signed off by the UN agencies and the governments. Further cost reductions were envisaged by having one of the Ex-Com agencies take the responsibility for joint annual reviews of in-country programmes, but it appears that this is not systematically enforced, as UNDP continues to send large missions for monitoring of their projects. This not only defeats the purpose of joint programming under the UNDAF, it is in stark contrast to the initiative to enhance the UN's efficiency and cost-effectiveness and sets a wrong example.

Recommendations

- Further thought needs to be given to streamlining certain UNDAF related activities, in particular, the indepth annual reviews, to bring them in line with, for example, Government-led reviews of National Development Plans. For countries with limited national capacities and a relatively small UN presence (e.g. in the Cook Islands) it might be more useful for UNDAF reviews to be held on an 18 month schedule. [74]

- The development of joint work plans with common partners would build on the positive steps taken in the direction of joint planning noted above.

- Outcome Groups need to take the lead on bringing the UN system together around common themes with a particular emphasis on identifying common / ared priorities (rather than the current information sharing exercise).

- At the national level, agencies associated with the JPO should schedule regular programmatic discussions —de facto UNCT meetings—that would identify potential synergies and UN priorities (which should also be communicated to and discussed with national counterparts to raise awareness about the steps being taken by the UN to work more effectively as "One UN".

74 It should be noted that for individual agencies, reviews focus on the finalization of annual work plans which usually correspond to theGovernment Fiscal Year (which also varies across the region..

- It is recommended that the remainder of the UNDAF cycle is spent reviewing the financial management structures to identify means of simplifying processes and to look at options such as direct budget support or basket funding together with other donor partners. [75]

- The UN should also integrate/align reporting formats and review/evaluation processes.

- The Team also recommends strengthening the role of the RC Office to play a stronger coordination role with a particular emphasis on M&E and Communication.

How has UNDAF promoted effect ive internal UN and external partnerships with governments, CSOs, development partners around the main outcomes areas, specifically in relation to efficiency and effectiveness of outcome groups?

1. Some civil society representatives interviewed felt excluded and marginalised by the UNDAF planning process, partly because large teams of visiting UN staff sometimes overwhelmed the quite small numbers of local civil society participants and government officials in country level planning meetings. CSO leaders also felt that few UN resources were available for implementation of civil society work, resulting in feelings of being "used" rather than "consulted".

"You ask us to come for consultation, but when the money comes, you turn your back".

2. Most country representatives, as well as NGOs, stated that they either had never heard of UNDAF, or did not know what the UN was doing in their country. In exceptional cases, responses were received confirming that they had seen the UNDAF kit and some documentation. As a result, the MTR needed to provide a 10-minute brief at the start of every meeting and interview to describe the UNDAF. This is not only indicative of the approach taken during the preparation of the UNDAF that has resulted in the observed lack of national ownership of UNDAF it also confirms that UN visibility remains poor. Many donor representatives provided a similar response. However, governmental as well as non- governmental partner institutions receiving support from specific UN organizations are well aware of the support provided, but relate this to the specific agency rather than to UNDAF.

3. The tripartite structure of the ILO's DWCPs provides the exception to this complaint. ILO's Constitution requires it to work with its tripartite partners - Governments (through Ministries of Labour), Employers' and Workers' organisations. Similarly, the work and partnership with the Red Cross and Save the Children in disaster responses has been another positive example of where the UN has strategically partnered with CSOs to achieve results.

4. Collaboration with regional agencies is achieving various degrees of effectiveness. Although in some areas there is a perception of competition for funding resources this appears more so to originate from certain CROP agencies seeking to consolidate and expand their mandates in implementing in-country and regional programmes. However, along with the excellent examples of collaborative efforts mentioned before, there are also some projects implemented under UNDAF that would clearly benefit from enhanced collaboration. One such example is the trade development component under Outcome 1 of the regional and national results matrices that is implemented by UNDP. The focus of this component clearly overlaps with several ongoing and planned projects implemented and coordinated by PIFS, which has significantly more technical and financial resources at its disposal. With no or little coordination between PIFS and UNDP the latter's contributions to the development of trade in the region is brought into question.

75 This could be done in relation to the work done by PFTAC on PEFAs (Public Expenditure and Financial Accountability reports) which are the basis upon which donors agree on whether a country is ready for direct budget support.

5. Moreover, there appears to be no or very limited coordination between PIFS and UNDP on trade- related activities PIFS Trade Section was not aware of the UNDP's trade-related project in the 4 LDCs (Vanuatu, Tuvalu, Kiribati and Solomon Islands) or the Diagnostic Trade Integration Survey that support to trade development in the region. [76] Similarly, UNDP appeared not to be well-linked to the PIFS initiatives under the PICTA, Pacer-Plus and EPA agreements, as well as the ACP-funded Trade.Com initiative that incorporates the Commonwealth Secretariat-implemented 'Hub and Spokes' project. Considering the wide-ranging scope and the availability of considerable financial and specialist resources for these initiatives there is a significant risk that efforts overlap or are duplicated. With PIFS having the mandate to overall support of trade in the region, the support from UNDP should be closely aligned to these initiatives, necessitating a close consultation and information exchange between parties to prevent resource wastage.

6. However, there is still scope to strengthen the utility of these partnership forums which are currently mostly information sharing platforms to become a more mature body through which to bring together different national stakeholders to participate in policy dialogue to address more critical issues and challenges. The UN could productively elaborate the "Collaborating Partners" section in the UNDAF.

IX. Broader Issues

9.1 Planning of UNDAF

1. The development of UNDAF country matrices for only the 5 LDCs was deemed a necessity due to the limited time and available resources. As a consequence, the 9 remaining PICTs were brought under the umbrella of a regional UNDAF matrix. Whilst the MTR has raised reservations on the ownership of the national UNDAF matrices by each of the 5 LDCs, it is even more obvious that there is considerably less ownership of the regional matrix by the 9 non-LDC countries/territories. As discussed earlier, this is partly due to the lack of national participation during the development of the UNDAF, but it is also based on a lack of national identifiable indicators and specific challenges in the regional matrix that could bring increased ownership.

2. The issue at heart is that of the planning of the UNDAF which, to all information available to the team, was poorly executed. In view of the UNDAF's expected impact, and the budget proposed for the 5-year implementation period, the excuse that limited time and resources prevented the development of country-specific matrices for all PICTs is unacceptable. The differences between PICTs are, as stated earlier, highly significant and should have warranted an individual country approach to the identification and delivery of UN support. Moreover, the costs and efforts that would have gone into developing a well prepared and designed matrix for each of the non-LDC countries/territory are insignificant compared to the funds subsequently spent by UN agencies in the delivery of projects and programmes in these countries. The fact that this was not done so has compromised the effectiveness of the UNDAF in these countries. As a consequence, the poorly designed and poorly owned programme will continue to negatively affect the implementation, and the successful delivery of key outcomes projected under the UNDAF.

76 Coordination between PIFS and UNDP projects at the country level is undertaken by Ministries of Trade or Commerce of respective countries.

9.2 The LDCs versus non-LDCs Issue

3. Of the five Pacific LDCs, three – Tuvalu, Kiribati and the Solomon Islands– occupy the lowest ranks (11th, 12th and 13th respectively [77]) in per capita GDP of the 13 PICTs [78] , with Vanuatu occupying eight place. Samoa, the fifth LDC country[79] takes 6th position, between the Marshall Islands (5th) and Tonga (7th). The highest ranking LDC (Samoa) has a 2.5 times higher per capita GDP than the lowest ranking country, the Solomon Islands ($2,672 cf. $1,014)[80] . In view of their lower development status, UNDAF support is more skewed towards assisting the LDCs: UN assistance to LDCs is $179M ($164 per capita), whilst that to non-LDCs is $130M ($101 per capita).

4. Whilst national issues are often accorded higher priority by countries than regional ones, the balance between LDC and non-LDCs countries may be improved by focusing UNDAF activities on issues that are common to both groups, and which the UN is well positioned to address through a clear mandate and the availability of specialist support. These include specific areas in the health sector – obesity and diabetes, HIV/AIDS, for example; in governance – mention is made here of the highly appreciated parliamentary training programmes; Statistics and Planning – to help capacity building at national as well as regional level to enable implementation and sustainability of these key responsibilities of national authorities; general and specific gender issues; and disaster risk reduction and mitigation. The UN is well positioned to address these through regional programmes and activities

How has the UNDAF implementation contributed to addressing the capacity issues in the PICTs in particular countries with de-population issues like Niue, Cook Islands?

1. The lack of capacity is a general issue that is typical for all PICTs. Whilst capacity shortages may affect a number of sectors, all countries confirmed a serious lack of capacity in statistics and data analysis. The impact of this is felt in all sectors of government, as inadequate and outdated statistics prevent proper planning at government level. Moreover, there appears to be an even more serious lack in capacity to interpret these data and statistics at the sector level, where decisions are made on the selection of priorities for public spending.

2. Increasing reporting requirements on international and regional conventions and projects places an unacceptable burden on countries and is detracting governments from the ability to implement. The implementation of UNDAF at the country level has in itself not per se had a negative impact on the available capacity, as implementing ministries were already used to report directly to the UN partner organization; often preparing and submitting separate reports to each UN organization in cases where support is received from several agencies working together. Adopting a single reporting structure for each sector—i.e. Health, Environment, Governance and so on—reduce the demands on national implementing partners, and would mark a significant achievement for UNDAF.

> ***Every international agreement we sign up with requires us to dedicate additional resources for M&E and reporting, which we do not have. As a result, we re-deploy staff and resources away from the most important and pressing issues ....***

3. An over-reliance on trainings and workshops, and the use of short term TA (consultants) to plug gaps has not helped to build capacity in a sustainable manner. Senior government officials are often abroad for prolonged periods to attend meetings, trainings and workshops on behalf of their government that often seem of doubtful immediate and urgent relevance to their country. In their absence, little progress is made as there is inadequate institutional capacity to implement specific tasks and address urgent issues. The lack of resources is not only a serious issue from a quantitative aspect it is as much a qualitative problem. Taking a long term view to address the capacity issues in PICTs, several new approaches are proposed that taken together or individually could address some of these constraints and could be piloted during the remaining two years of the current cycle:

77 SPC, 2010 Pocket Statistical Summary
78 No data were available on Tokelau
79 Samoa's LDC status was recently extended to 2012 by the UN General Assembly
80 Papua New Guinea would be the lowest on this list, with a per capita GDP of USD 897

- UN facilitate or broker South-South Cooperation in technical assistance in certain key areas e.g. Human Rights, Gender, Health, Statistics
- A 'Pacific Volunteer Scheme' may provide a medium term solution to the capacity shortage. Under this scheme, qualified and experienced staff from participating island countries would be seconded to other countries to temporarily help resolve staffing constraints, or implement specific project tasks.
- A Pacific 'Young Professionals' scheme, whereby recent graduates from PICTs are at tached to relevant advanced institutions in other PICTs to obtain work experience.
- A 'Mentoring' programme whereby skilled and experienced professionals from the wider Pacific region provide a medium- to long term advisory and training role in the target countries. This will enable skill transfer and help build sustainable national capacity in specific areas such as management of natural resources, maritime, health, tourism planning and development, research, trade, or planning and statistics.

4. These schemes would have many advantages. Nationals from the region will from the onset have a good understanding of the environment they are working in, and the limitations and opportunities it offers. It would enable young people to gain hands-on expertise in their specific areas of knowledge while also experiencing the challenge of working in a different country. The volunteer scheme and the Mentoring programme would similarly help to develop the capacities of people especially if they were implemented over a longer period to allow for a wider range of experience and expertise. The long term impact of these schemes will, of course vary across sectors and countries and will depend on the ability to clearly demonstrate that it makes a difference. However not will results help to convince governments, regional organizations and donors to continue to provide support it will ultimately help to shape the next generation of political leaders and policy makers.

9 .3 Targeting the poorest of the poor

1. Absolute poverty remains rare in the Pacific countries, although it is increasing due a wide range of factors that include poor governance, internal migration/urbanization, low economic development over the last decade(s) and the impact of the Global Financial Crisis The extended family concept that provides a social safety net, and the access to land and coastal fishery resources to some extent help compensate and for the decline into poverty. Much more prevalent however is the poverty of opportunity, which is increasing particularly in more remote areas of the Melanesian countries. By specifically targeting these people—the poorest of the poor— for support, the UNDAF should:

- Improve the balance between the LDC and non-LDC countries
- Be able to make a significant and measurable impact on improving the livelihoods of people in this cat egory within a 5-year UNDAF implementation timeframe
- Optimally utilise, and increase the cost-effectiveness of the relatively limited resources available under the UNDAF
- Be able to mobilize the UN's worldwide network of specialists to underpin the poverty alleviation efforts
- Significantly enhance the UN's profile and status in the region.

X. Way Forward

1. To date, the UNDAF has been more of a 'pilot' initiative where UN organizations are learning to work together as 'One', and jointly with governments, regional agencies and donors. Important progress has been made, but there is still a considerable way to go. Given the large transaction costs associated with a significant overhaul of the current UNDAF, the MTR recognises that many of the recommendations will be fully applied during the formulation and implementation of the next UNDAF which will start in 2011.

2. Nonetheless, there are a number of more short-term adjustments are recommended for the remaining two years of the current UNDAF cycle and will help increase programme relevance and effectiveness, and lay the foundation of much greater national ownership of the next UNDAF. These focus on making the UNDAF more relevant to the partner countries and the region as a whole.

10.1 Short Term

Short Term

- Continue enhancing UN inter-agency collaboration especially. around joint programming to strength en agen cies' ownership of and commitment to the UNDAF
- Develop advocacy strategy around joint UN initiatives ('flagship projects') at both the regional and national level to strengthen the collective brand and identity of 'One UN'
- Increase efforts to strengthen participation by specialized agencies by (a) mobilizing additional resources through DOCO, Regional Bodies or Donors to facilitate stronger engagement in UNDAF processes and (b) en courage operational agencies to activelyinvolve specialized agencies as technical experts.
- Given the impact of the global economic and food crisis in the region, the MTR recommends adding an additional UNDAF Outcome on Food Security under UNDAF Outcome One to capture the significant contributions of the UN system in this area.
- Provide more in-depth specialist support to countries—longer and/or more targeted visits by specialist techni cal advisors—rather than the current reliance on short term trainings and workshops that seem much less effective.
- The Joint Presence Office needs to become a more substantive face of the 'One UN'. JPOs should hold regular programme meetings and learning sessions and to look for opportunities for (a) coordinated work plans and (b) joint programming opportunities.
- Country Development Managers should play a far more prominent role in the overall coordination and monitoring of the UNDAF (country results matrices) as well as developing advocacy strategies and high quality country informa tion
- Reduce reporting requirements on national partner agencies by accepting a single comprehensive annual report persector on national project outcomes and the assistance re ceived from all UN agencies
- The cost-effectiveness of country visits, especially to the northern Pacific, which consume significant programme resources needs to be re-visited. This could be done by increasing the time spent in each country by UN staff and consultants and to widen or increase tasks and responsibilities of the mission (for example, staff or consultants could be requested to monitor other UN projects, provide support to the JPO/CDM or conduct training and aware ness sessions on the UN and UNDAF and so on).

10.2 Medium Term

- Over the medium term, the focus should be on integrating the learning from the last two years of the UNDAF cycle to the development of the new UNDAF which will come into effect in 2013. The main goal should be to ensure that national priorities anchor the development of the UNDAF and to ensure that the UN delivers focused and high quality support throughout the region. This will require a well designed and resourced planning process in which all UN agencies and countries, actively participate to develop and strengthen ownership.
- Ensure a deliberate and purposeful 'bottom up' design process of the new UNDAF.
- Ensure participation of all UN agencies in the development process of the new UNDAF to achieve joint and shared ownership that marries the operational capacities of funds and programmes with the technical expertise of spe cialized agencies.
- Ensure that projects are based on NSDPs and that UN programmes target the poorest of the poor.
- Continue capacity development of national and regional statistical services taking into consideration that the USP is well-positioned to assist with this process through human resource development and help ensure the improve ment and sustainability these services.
- Strongly support national capacities in statistical interpretation skills to help determine the most appropriate tar gets for national support as well as development assistance (in conjunction with SPC).
- Use the institutional memory of long term regional and national staff—i.e. within the Pacific-based agencies—as well as external specialist expertise to advise on development strategies and targets.
- Identify and target key causes of national problems that help lessen needs, rather than targeting symptoms.
- Identify regional and sub-regional targets based on the analysis and interpretation of NSDPs.
- Ensure that programmes have a clearly measurable and sustained impact at the economy, and/or community level.
- Develop a clear advocacy strategy to promote the UNDAF as the UN's main tool to assist the people of the PICTs.
- Improve the user-friendliness of communication with national partners to ensure that project documenta tion, implementation progress and outcomes are easier communicated and accepted.
- Consider developing schemes that (a) help address gaps in HR capacity at the national level, such as a 'Pacific Young Professional' scheme that promotes exchanges ofrecent graduates and at the same time promotes greater awareness of other PICT environment and cultures; and a 'PICT Volunteer Scheme' that enables long term in-country support by skilled regional HR; and (b) a 'Mentoring' programme that supports in-country capacity build ing by skilled and experienced specialists from the wider Pacific region in amedium to long-term advisory and training role in specific areas such as management of natural resources, tourism, research, trade, planning and statistics.

ANNEX

Table 7: PICT National Strategies, PRSP and SWAps Alignment and Linkages to the Pacific UNDAF and the Millennium Development Goals[81]

MDGs		Eradicate Extreme Poverty and Hunger (Goal 1) Develop a Global Partnership for Development (Goal 8)	Develop a Global Partnership for Development (Goal 8 And Millennium Declaration)	Achieve Universal Primary Education (Goal 2) Reduce Child Mortality (Goal 4) Improve Maternal Health (Goal 5) Combat HIV/AIDS, Malaria and Other Disease (Goal 6)	Ensure Environmental Sustainability (Goal 7)
Pacific UNDAF Outcomes		**UNDAF Outcome 1:** Pacific island countries develop and implement evidence-based, regional, pro-poor and National Sustainable Development Strategies (NSDS) to address population, poverty and economic exclusion issues, stimulate equitable growth, create economic opportunities and quality employment, and promote sustainable livelihoods.	**UNDAF Outcome 2:** National and regional governance systems exercise the principles of inclusive good governance, respecting and upholding human rights; and resilient Pacific island communities participate in decision-making at all levels.	**UNDAF Outcome 3:** Strengthened equitable social and protection services through support to the development of evidence-based policies and enabling environments; and improved capacity to deliver affordable, quality, basic social services with strengthened safety nets and an emphasis on equality, inclusiveness and access.	**UNDAF Outcome 4:** The mainstreaming of environmental sustainability and sustainable energy into regional and national policies, planning frameworks and programmes; and Pacific communities sustainably using their environment, natural resources and cultural heritage.
NSDP Priority Areas/ Goals	**Kiribati Development Plan 2008-2011**	Economic Growth and Poverty Reduction **(Key Policy Area 2)**	Governance **(Key Policy Area 5)**	Human Resource Development **(Key Policy Area 1)** Health **(Key Policy Area 3)**	Environment **(Key Policy Area 4)**
	Strategy for the Development of Samoa 2008-2012	Sustained Macro Economic Stability **(Goal 1)** Private Sector Led Economic Growth and Employment Creation (**Goal 2**) Community Development: Improved economic and social well being and improved village governance **(Goal 5)**	Community Development: Improved economic and social well being and improved village governance (**Goal 5**) Improved Governance **(Goal 6)**	Improved Education Outcomes (**Goal 3**) Improved Health Outcomes (**Goal 4**) Community Development: Improved Economic and Social Wellbeing and Improved Village Governance (**Goal 5**)	Environmental Sustainability and Disaster Risk Reduction (**Goal 7**)

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	Solomon Islands Medium Term Development Strategy	**MTDS Priority Area 5** - Economic and Productive Sectors (5.1-5.5)	**MTDS Priority Area 1**- Reconciliation and Rehabilitation **MTDS Priority Area 2.2** -Law and Justice	**MTDS Priority Area 4** -Social Services **MTDS Priority Area 6** -Civil Affairs	**MTDS Priority Area 5.6**- Environmental Protection and Management
	Tuvalu Te Kakeega II 2005-2015	**Strategic Area 2**- Macroeconomic Growth and Stability **Strategic Area 5**- Employment and Private Sector Development	**Strategic Area 1**-Good Governance **Strategic Area 4**-Outer Islands and Falekaupule Development	**Strategic Area 3** - Social Development **Strategic Area 6**-Education and Human Resources	**Strategic Area 7**-Natural Resources: Environmental Management **Strategic Area 8** -Infrastructure and Support Services
	Vanuatu Priorities and Action Agenda 2006-2015	**Strategic Priority 1**- Private Sector Development and Employment Creation **Strategic Priority 2**- Macroeconomic Stability and Equitable Growth	**Strategic Priority 3**- Good Governance and Public Sector Reform **Strategic Priority 5**- Provision of Better Basic Services and Strengthening Social Development: Gender and Development	**Strategic Priority 5**- Provision of Better Basic Services and Strengthening Social Development **Strategic Priority 6**- Education and Human Resource Development	**Strategic Priority 4** - Primary Sector Development and the Environment **Strategic Priority 7**- Economic Infrastructure and Support Services

Table 8: UNDAF Expenditure by Outcomes and Agencies 2009[82]

UNDAF Outcomes/ Outputs	FAO[1]	ILO[2]	UNOHCHR	UNAIDS	UNESCAP	UNDP Fiji	UNESCO	UNFPA	UNICEF	UNIFEM	UNOCHA	WHO	WMO[3]	TOTAL EXPENDITURE BY OUTCOME
1						2,187,000								2,187,000
1.1					148,678			232,197	742,550					1,123,425
1.2					61,122			2,242,173	900,025					3,203,320
1.3					77,527									107,527
TOTAL 1	NA	NA	NA	NA	287,328	2,187,000	50,000	2,474,370	1,642,575	NA	NA	NA	NA	6,641,273
2						4,125,000								4,125,000
2.1					0			393,864						393,864
2.2					65,504									65,504
2.3			102,202		76,020				381,892					560,514
2.4			0		0				578,556		516,655			1,095,211
TOTAL 2	NA	NA	102,202	NA	141,525	4,125,000	$245,400	393,864	960,448	NA	516,655	0	0	1,870,967
3														0
3.1				175,844	62,805			1,716,374	3,307,594					5,282,617
3,2				155,956	66,069			1,366,655	3,058,096					4,673,127
3.3				40,827	0			976,247	1,964,250			2,624,095		5,619,418
TOTAL 3	NA	NA	NA	372,626	128,874	0	$565,000	4,059,276	8,329,940	NA	NA	2,624,095	0	15,013,311
4						5,303,000								5,303,000
4.1					61,122				307,478					368,600
4.2					0				0					0
TOTAL 4	NA	NA	NA	NA	61,122	5,303,000	345,000	0	307,478	NA	NA	0	0	6,016,600
OVERALL TOTAL	NA	NA	102,202	372,626	618,849	11,615,000	1,205,000	6,927,510	11,240,441	NA	516,655	2,624,095	0	35,222,378

[82] The ILO has contributed to many of the UNDAF outcomes, and in particular Outcomes 1 and 3, in kind i.e. through Technical Assistance etc but is unable to provide data on the precise financial contribution to these outcomes at this time.

	Melanesia				Micronesia					Polynesia					
	Fiji	PNG	Solomon Islands	Vanuatu	FSM	Kiribati	Marshall Islands	Nauru	Palau	Cook Islands	Niue	Samoa	Tokelau	Tonga	Tuvalu
MDG1: Eradicate Extreme Poverty and Hunger Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day and the proportion of people who suffer from hunger. (Incidence of Food Poverty in national poverty data)	Low level of Food Poverty but Off Track to Reduce Basic Needs Poverty	Off Track	Low level of Food Poverty but Off Track to Reduce Basic Needs Poverty	Low level of Food Poverty but Off Track to Reduce Basic Needs Poverty	Low level of Food Poverty but Off Track to Reduce Basic Needs Poverty	Low level of Food Poverty but Off Track to Reduce Basic Needs Poverty	Low level of Food Poverty but Off Track to Reduce Basic Needs Poverty	No Data	Low level of Food Poverty but Off Track to Reduce Basic Needs Poverty	Low level of Food Poverty but Off Track to Reduce Basic Needs Poverty	Low level of Food Poverty but Off Track to Reduce Basic Needs Poverty	Low level of Food Poverty but Off Track to Reduce Basic Needs Poverty	No Data	Low level of Food Poverty but Off Track to Reduce Basic Needs Poverty	Low level of Food Poverty but Off Track to Reduce Basic Needs Poverty
MDG2: Achieve Universal Primary Education Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.	Slightly Off Track	Off Track	Slightly Off Track	Slightly Off Track	Slightly Off Track	On Track	Slightly Off Track	Slightly Off Track	On Track	On Track	On Track	On Track	On Track	On Track	On Track
MDG 3: Promote Gender Equality and Empower Women Eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no later than 2015.	On Track with Education Equality but Off Track with Empowerment	Slightly Off Track	Off Track	Slightly Off Track	Slightly Off Track	On Track with Education Equality but Off Track with Empowerment	On Track with Education Equality but Off Track with Empowerment	Data gaps Slightly Off-track	On Track with Education Equality but Off Track with Empowerment	On Track with Education Equality but Off Track with Empowerment	Some data gaps but mostly On Track	On Track with Education Equality but Off Track with Empowerment	Weak Data	On Track with Education Equality but Off Track with Empowerment	On Track with Education Equality but Off Track with Empowerment
MDG4: Reduce Child Mortality Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate.	Slightly Off Track	Off Track	Slightly Off Track	Slightly Off Track	Slightly Off Track	Slightly Off Track	On Track	Data gaps Slightly Off-track	On Track	On Track	Some data gaps but mostly On Track	On Track	On Track	On Track	Slightly Off Track
MDG5: Improve Maternal Health Reduce by three-quarters, between 1990 and 2015, the maternal mortality rate.	Slightly Off Track	Off Track	On Track	Slightly Off Track	Slightly Off Track	Slightly Off Track	On Track	Data gaps Slightly Off-track	On Track	On Track	Some data gaps but mostly On Track	On Track	On Track	On Track	On Track
MDG6: Combat HIV/AIDS and other diseases Halt and reverse the spread of HIV/AIDS, malaria and other major diseases.	Off Track	Off Track	Some data gaps and Slightly Off Track	Some data gaps and Slightly Off Track	Some data gaps but mostly On Track	Off Track	Slightly Off Track	Some data gaps, but generally Off Track	On Track	On Track	Some data gaps but mostly On Track	On Track	Weak Data	Slightly Off Track	Off Track
MDG7: Ensure Environmental Sustainability Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.	Some data gaps and Slightly Off Track	Some data gaps, but generally Off Track	Some data gaps, but generally Off Track	Some data gaps and Slightly Off Track	Some data gaps but mostly On Track	Some data gaps, but generally Off Track	Some data gaps and Slightly Off Track	Some data gaps, but generally Off Track	Some data gaps but mostly On Track	Some data gaps but mostly On Track	Some data gaps but mostly On Track	Some data gaps but mostly On Track	Weak Data	Some data gaps but mostly On Track	Some data gaps and Slightly Off Track
MDG8: Develop a Global Partnership for Development Develop further an open, rules-based, predictable, non-discriminatory trading & financial system, including a commitment to good governance, development & poverty reduction.	Data gaps Slightly Off-track	Data gaps Slightly Off-track	Data gaps Slightly Off-track	Data gaps Slightly Off-track	Data gaps Slightly Off-track	Data gaps Slightly Off-track	Data gaps Slightly Off-track	Some data gaps, but generally Off Track	Some data gaps but mostly On Track	Some data gaps but mostly On Track	Data gaps Slightly Off-track	Some data gaps but mostly On Track	Data gaps Slightly Off-track	Some data gaps but mostly On Track	Data gaps Slightly Off-track

Source: National MDG Reports (2004-2009), UNDP Pacific Centre & SPC

Figure 2: Pacific MDG Status

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List of People Met
(partial)

UN Agencies	
Fiji	
Knut Ostby	UN Resident Coordinator and UNDP Resident Representative
Ashok Sayenju	UN Coordination Specialist
Tevita Dawai	UN Coordination Analyst
Toily Kurbanov	UNDP Deputy Resident Representative and Chair, UNDAF Outcome Group 2
Sainimili Nabou	UNDP Governance Team Leader
Brian Lenga	UNDP Governance Analyst
Mereseini Bower	UNDP Poverty Team Leader
Ruth Verevukivuki	UNDP Poverty Associate
Asenaca Ravuvu	UNDP Environment Team Leader
Emma Mario	UNDP Environment Analyst
Garry Wiseman	UNDP Pacific Centre, Director
Thomas Shanahan	UNDP Program Specialist, Conflict Prevention, Pacific Centre
Dirk Jena	UNPFA Pacific Sub-Regional Director and Representative and UNDAF METWG Chair
Annette Robertson	UNFPA Deputy Representative,
Riet Groenen	UNFPA Gender Advisor
Jone Nav akamocea	UNFPA Planning Monitoring and Evaluation Programme Coordinator
Adriu Naduva	UNPFA Programme Analyst
Mosese Qasenivalu	UNFPA UNDAF Monitoring and Evaluation Manager
Lorna Rolls	UNFPA Assistant Representative
Turenga Nakalevu	UNFPA Programme Associate
Isiye Ndombi	UNICEF Representative and Chair, UNDAF Outcome Group 3
Tim Sutton	UNICEF Senior Programme Officer
Johanna Eriksson-Takyo	UNICEF Chief of Child Protection
Eliab Some	UNICEF Chief of Health
Ken Chen	WHO Representative in the South Pacific
Juliet Fleischel	WHO Technical Officer in Human Resources and Health Systems
Matilda Bogner	UNOHCHR Human Rights Regional Representative
Allanah Kjellgren	UNOCHA Focal Point for Protection and Human Rights
Elizabeth Cox	UN WOMEN Regional Programme Director, Pacific and Chair, UN Gender Group
Anne M Rehagen	UN WOMEN Gender Group Secretariat
Ziyad Qamar	UN WOMEN Programme Management Advisor
Iosefa Maiava	UNESCAP Representative and UNDAF Outcome Group 1 Chair
David Smith	UNESCAP Deputy Head and Senior Economist
Michal Kuzawinski	UNESCAP Associate Programme Officer
Angelika Planitz	UNISDR Sub-Regional Coordinator - Pacific
Stephen Vete	UNAIDS Sub-Regional Coordinator
Sarah McCartney	UNHABITAT Pacific Programme Manager
Caroline Scott	ILO Technical Officer and Acting OIC
Surkafa F. Katafono	ILO Programme Officer
Peter Forau	Pacific Islands Forum Secretariat, Deputy Secretary Genera

Romaine Kwesius	AusAID Counsellor (Regional,Kiribati, Tonga)
Sarah Goulding	AusAID Counsellor (Fiji & Tuvalu)
Nilesh Goundar	AusAID Program Manager, UN Partnerships and Gender
Ginny Chapman	NZAID Second Secretary (Development)
Megan McCoy	NZAID Second Secretary (Development)
Krishna Prasad	Ministry of National Planning – Deputy Secretary
Sereima Bulouniwasa	Ministry of Finance Aid Unit – Acting Director
Ernest Walker	Ministry of National Planning – Acting Principal Economic Planning Officer (HRD)
Nilesh Prakash	Ministry of National Planning – Senior Economic Planning Officer (Macroeconomics)
Keshwa Reddy	Ministry of Primary Industries – Acting Deputy Secretary
Govind Sami	Ministry for Social Welfare, Women & Poverty Alleviation – Acting Permanent Secretary
Salote Radrodro	Ministry of Social welfare, Women & Poverty Alleviation
Jope Davetanivalu	Department of Environment, Director
Salanieta Saketa	Ministry of Health – Permanent Secretary
Rokobua Naiyaga	Ministry of Education – Acting Permanent Secretary
Isireli Senibulu	Ministry of Education – Fiji UNESCO National Coordinator
R. Keith Leonard	ADB Regional Director, South Pacific Subregional Office
Fekita Utoikamanu	SPC Deputy Director-General
Ian Rouse	Dean, College of Medicine, Nursing & Health Services
Wadan Narsey	USP School of Economics, Faculty of Business and Economics
Ana Kubuabola Raivoce	South Pacific Board for Educational Assessment - Director
Tevita Ravumaidama	Partners in Community Development Fiji, Director
Samoa	
Nileema Noble	UN Resident Coordinator and UNDP Resident Representative
Charmina Saili	UN Resident Coordinator Adviser
Fiasili Vae'au	UN Resident Coordinator Specialist
Elisapeta Kerslake	UN Resident Communications Associate
Mehdi Kamyab	UNDP Programme Coordinator
Meapelo MAIAI	UNDP Environment Analyst
Aru Mathias	FAO Forestry Officer
Masanami Izumi	FAO Fishery Officer
	FAO UNDAF Officer
Dr Visesio Pongi	UNESCO Representative
Susan Vize	UNESCO Programme Specialist
Akatsuki Takahashi	UNESCO Programme Specialist
Paul Hector	UNESCO Programme Specialist (Communications and Information)
Toshiyuki Matsumoto	UNESCO Programme Specialist (Education)
Dr. Greg Sherley	UNEP Task Manager Biodiversity Conservation
Dr. Baoping Yang	WHO Representative
Steven McCartney	WHO Programme Management Officer
Susan Faoagali	UNICEF and UNFPA Coordinator
Henry Taiki	WMO Representative

Ian Bignall	AusAID, Counsellor, Development Cooperation
Heather Wrathal	Aus AID
Peter Zwart	NZ AID Manager (Apia)
Thomas Opperer	EU Representative
Tupa'i Iulai Lavea	Ministry of Finance, CEO
Rosaline Ah Him (Acting CEO) and MAF ACEOs	Ministry of Agriculture and Fisheries
Marie Toleapaialii (ACEO)	Ministry of Education Sports and Culture
Moana Petaia	Ministry of Education Sports and Culture
Mr. Taulealeausumai Laavasa (ACEO)	Ministry of Natural Resources and Environment
Steve Brown	Ministry of Natural Resources and Environment
Kuiniselani Toelupe Tago	Ministry of Women, Community and Social Development, CEO
Louisa Apelu	Ministry of Women, Community and Social Development, ACEO
Aida Faumuina	Ministry of Foreign Affairs and Trade, ACEO
Henry Tunupopo	Ministry of Foreign Affairs and Trade, Principal Officer
Sina Lima	President, Samoa Chamber of Commerce
Roina Faatauvaa-Vavatau	Samoa Umbrella for Non Governmental Organisations Inc., CEO
Vaasiliifiti Moelagi Jackson	Samoa Umbrella for Non Governmental Organisations Inc., National President
Cook Islands	
Coralie-Ann Bishoff-Towgood	Ministry of Internal Affairs & Social Services, Senior Gender Programme/Research Officer
Garth Henderson	Ministry of Finance & Economic Management, Manager, Aid Management Division
Tupou Alfred Faireka	Ministry of Health, Secretary
Terry Rangi	Business Trade Investment Board, CEO
Liz Koteka	Director, Policy and Planning, Office of the Prime Minister
Charles Carlson	Director, Emergency Management Cook Islands, Office of the Prime Minister
Jim Armistead	Aid Management Division, Policy Analyst
Mata Taramai	Finance Officer, Ministry of Health
Pasha Carruthers,	Environment Officer, National Environment Service,
Petero Okotai	Central Policy and Planning Office, Office of the Prime Minister, Strategic Planner
Sharyn Paio	Secretary Ministry of Education
Vaine Wichman	Cook Islands National Council of Women
Debbie Ave	Cook Islands National Disability Council
Federated States of Micronesia	
Okean Ehmes	UNFPA Country Development Manager
Lucille Apis-Overhoff	UNDP GEF Small Grants Scheme, Sub-Regional Coordinator
Ignacio Stephen	Office of Statistics, Budget & Economic Management, Overseas Development Assistance, and Compact Management (SBOC) Assistant Director
T. Lam Dang	Congress of the Federated States of Micronesia, Office of the Legislative Council, Legislative Council

Lynn Narruhn	Congress of the Federated States of Micronesia, Public Information Officer
William D Douglass	USA Embassy Deputy Chief of Mission
Majella Walsh	AusAID Programme Manager
Genichi Terasawa	Japan Embassy Counselor
Takako Takeda	Japan Embassy Advisor/Researcher
Bai Xia	Embassy of the People's Republic of China
Willy Kostka	Micronesia Conservation Trust, Executive Director
Lois Englberger	Island Food Community of Pohnpei
Kiribati	
Kang Yun Jong	UNICEF Head of Office
Ross Craven	UNIFEM
Andre Reiffer	WHO
Aren Teannaki	UN Affairs Officer
Taru Murdoch	Secretary Ministry of Environment and Interior
Rikiaua Takeke	Ministry of Health & Medical Services
Marshall Islands	
Terry Keju	UNFPA Country Development Manager
Casten N. Nemra	Office of the Chief Secretary, Chief Secretary
Bernard Adiniwin	Acting Secretary for Foreign Affairs
Maybelline Bing	Acting Director EPPSO
Deborah Parker-Manase	Environment Protection Agency, General Manager
Jefferson Barton	Ministry of Finance, Secretary of Finance
Justina R. Langidrik	Ministry of Health, Secretary of Health
Karness K. Kusto	Ministry of Resources and Development, Assistant Chief of Agriculture Quarantine and Livestock/State forester
Angeline Heine	Ministry of Resources and Development, Chief of Policy and Planning for Energy Resources
Robin Kios	Ministry of Resources and Development, Chief of Administration
Bosoye Brown	Acting Attorney General
Rosania Alfred Bennet	Assistant Attorney General
Lawrence Edwards	Assistant Attorney General
Wilbur Heine	Secretary of Internal Affairs
Atmitha Jonathan	Acting Auditor General
Jennifer Debrum	Chief of Administration at Office of Environment Policy and Planning Coordination
Gary Ueno	Clerk of the Nitijela (Parliament)
Board Members and Staff	Youth to Youth in Health
Rosaia Alfred Bennet	Youth to Youth in Health, Chairperson
Giff Johnson	The Marshall Islands Journal, Editor and Youth-to-Youth in Health Board Member

Daisy Alik-Momotaro	Women United Together in the Marshall Islands (WUTMI) - Director
Albon Ishoda and Staff	Marshall Islands Conservation Society
Palau	
Sharon Sakuma	UNDP Country Development Manager
Victor M. Yano	Palau Government, Minister of State
Faustina Rehuher-Marugg	Minister of Community & Cultural Affairs
Jackson Ngiraingas	Minister of Public Infrastructure, Industries & Commerce
Jennifer Anson	Minister of Justice
MasaAki Emesiochl	Minister of Education
Jeff Ngirarsaol	Office of Budget & Grants Oversight, Office of the President, Grants Coordinator
Debbie Tkel-Sbal	Director, Bureau of Curriculum & Instruction, Ministry of Education
Gustav Aitaro	Director, Bureau of International Trade & Tourism, Ministry of State
Jerome Temengil	Office of Budget & Grants Oversight, Office of the President
Darren Fritz	Acting Director, Bureau of Budget & Planning, Ministry of Finance
Berry Moon Watson	Administrator, Family Health Unit, Bureau of Public Health, Ministry of Health
Temmy Temengil	Ministry of Health, Administrator, International Health – Planning and Development
Sherry Madraisau	Family Health Unit, Bureau of Public Health, Ministry of Health
Reagan Belechel	Finance Officer, Office of Budget & Grants Oversight, Office of the President
Marie Anderson	Assistant Clerk, The Senate, Olbiil Era Kelulau
Bernice Ngiraikelau	Bureau of Immigration, Ministry of Justice
Ben Adelbai	Palau Community Action Agency (PCAA), Director
Benita Decherong	SGP-GEF National Committee Presiding Officers
Fred Sengebau	Bureau of Agriculture, Chief
Dwight Alexander	UNESCO National Committee Chairperson/Director, Bureau of Cultural Affairs
Madelsar Ngiraingas	Ministry of Public Infrastructure, Industries & Commerce, SLM Project Coordinator
Shuji Tsuji	Embassy of Japan, Economic Adviser
Solomon Islands	
Polini Boseto	UNFPA National Programme Officer
Shepard Lapo	UNDSS Local Security Assistant
Roy Bowen	UNICEF Chief of Field Office
Lovelyn Kwaoga	Coordinator Family Support Centre
John Tuhaika	PS Ministry of Provincial Government and Institutional Strengthening
Sir Peter Kenilorea	Speaker National Parliament
Loti Yates	Director National Disaster Management Office
Allen Daonga	PS Ministry of Development Planning & Aid Coordination
Juan Carlos Hinojosa	EU Education, Social Advisor
Val Stanley	UNIFEM
William Adu-Krow	WHO Representative

Mylyn Kuve	Permanent Secretary Ministry of Education and Human Resources Development
Shadrack Alependava	Supervising PS Ministry of Health and Medical Services
Douglas Yee	Director Climate Change, Ministry of Environment, Conservation and Meteorology
Barbara Williams	Development Counselor NZ AID
Evans Tuhangenga	Under Secretary Ministry of Women, Youth and Children Affairs
Betty Fakarii	Under Secretary Ministry of National Unity Reconciliation and Peace
Tokelau	
Jovilisi Suveinakama	Office of the Council of Ongoing Government of Tokelau, General Manager Apia/National
Tonga	
Wayne Anthony Antkowiak	WHO Country Liaison Officer
Natalia Palu Latu	Ministry of Finance and National Planning – Principal Economist
Sione Tekiteki	Legislative Assembly of Tonga – Deputy Clerk/Legal Advisor
Hemaloto Tatafu	Ministry of Finance and National Planning, Project Coordinator, Project and Aid Management Division
Lopeti Faka'osi	Tonga GEF SGP Focal Person, Civil Society Forum of Tonga
'Onetoto 'Anisi	Project Manager, Tonga Capacity Building for MDG based Planning and Aid Management Project, Ministry of Finance and National Planning.
Saane Lolo	Ministry of Finance and National Planning, Senior Economist, Economic, Social Policy and Planning Division
Luisa Tuiafitu	Ministry of Environment and Climate Change, Tonga Second National Communications Enabling Activity Project.
Tuvalu	
Etita Morikao	UNDP Country Development Manager
Limasene Teatu	Senior Assistant Secretary Ministry of Finance, Economic Planning & Industries
Stephen Boland	Budget Specialist
Niuatui Niuatui	MDG Project Manager:
Mataio Tekinene	Director Environment:
Seve Lausaveve	Permanent Secretary Natural Resources and Environment
Kakee Kaitu	Permanent Secretary Home Affairs and Rural Development
Pasemeta Talaapa	NZAID Country Coordinator
Iete Avanitele	Assistant Secretary for Health
Nakala Nia	NAPA Project Coordinato
Melton Tauetia	SNC Project Coordinator
Lopati Samasoni	(Ag) Director Rural Development
Albert K Seluka	SLG Phase II Legal Specialist
Talavai Iona	SLG Phase II Financial Specialist
Bateteba Esela	SLG Phase II Island Profile Developer

Tematiu Iapesa	SLG Phase II Young Professional
Lois K Seluka	SLG Phase II Young Professional
Taukiei Kitara	GEF Small Grants Focal Point: TANGO
Ivy Semaina	NBSAP Assistant Project Manager
Nielu Meisake	Energy Officer, Dept. of Energy
Stephen Homasi	Director of Health
Faatasi Malologa	(Ag) Permanent Secretary Natural Resources and Environment
Annie Homasi	Coordinator, TANGO
Timaio Auega	Renewable Energy officer
United Nations	
Keneti Faulalo	UN Interregional Advisor, SIDS Unit
Vanuatu	
Rufina Latu	WHO Medical Officer
Shaun Kennedy	ILO National Programme Officer
Gregoire Nimbik	Department of Strategic Policy, Planning and Aid Coordination, Office of the Prime Minister, Director
Collin Tavi	Department of Strategic Policy, Planning and Aid Coordination, Office of the Prime Minister, Head of Monitoring & Evaluation
Len Tarivonda	Ministry of Health, Director of Public Health
Roselyn Arthur	CDM
Brenda Nabirye	UNICEF
Antony William	VRDCTA
Perton Joes	VRDCTA
Gilda Shem	Programme Director, SCA
Russell Nari	Director General, Ministry of Justice & Community Services
Cherol Ala	Director, Department of Local Authority
Benjamin Shing	Director, Department of Finance & Economic Management
Wilson Tarivuti	Director General, Ministry of Education
John Niroa	Director, Department of Policy & Planning, Ministry of Education
Rebecca Olul	Country Projects Coordinator, UNIFEM
Johnson Naviti	Head, Aid Coordination Unit
Tuvalu	
Etita Morikao	UNDP Country Development Manager
Faatasi Malologa	(Ag) Permanent Secretary Natural Resources and Environment
Pasemeta Talaapa	NZAID In-Country Coordinator
Lopati Samasoni	(Ag) Director Rural Development
Albert K Seluka	SLG Phase II Legal Specialist
Talavai Iona	SLG Phase II Financial Specialist

Bateteba Esela	SLG Phase II Island Profile Developer
Tematiu Iapesa	SLG Phase II Young Professional
Lois K Seluka	SLG Phase II Young Professional
Annie Homasi	Coordinator, TANGO
Nielu Meisake	Energy Officer, Dept. of Energy
Timaio Auega	Renewable Energy officer

Terms of Reference

Mid-Term Review of the United Nations Development Assistance Framework for the Pacific Sub-region 2008-20121

Background

The United Nations Development Assistance Framework (UNDAF) for the Pacific Sub-region 2008-2012 is the strategic framework for the United Nations (UN) in the Pacific, which consists of 15 UN agencies with the Fiji and Samoa UN country teams (UNCTs) in partnership with the 14 Pacific Island country (PICT) governments.[83] The UNDAF identifies UN's contribution towards national development priorities, specifically towards the achievement of: [1]. Equitable Economic Growth and Poverty Reduction; [2]. Good Governance and Human Rights; [3]. Equitable Social and Protection Services; and [4]. Sustainable Environmental
Management.

The Pacific regional UNDAF, as a multi-country framework, is embedded within national and regional development plans and is aimed at fostering commitment to development initiatives. It was developed with PICTs, based on a review of national and regional plans, strategies and policies of the 14 PICTs and regional bodies, and UN mandates and areas of expertise. The Pacific Plan, whose objectives closely align with the four identified UN priorities, was also central to its development. To ensure that the UNDAF guides effective UN action in the Pacific, the framework was developed based on the principles of human rights; gender equality; promotion of MDGs; a rights-based approach to development; and aid coordination and harmonization, in line with the Paris Declaration and the Pacific Principles on Aid Effectiveness.

Under the broad direction of the regional and countries' results matrices in the Pacific UNDAF, UN agencies developed and finalized their Multi-Country Programme documents (MCPDs) and Multi-Country Action Plans. Other Specialized Agencies have also developed agency work programmes and work plans based on the UNDAF. To facilitate and enable the strategic implementation of the UN's contribution to National Development Priorities, as outlined in the UNDAF outcomes, outcome groups and subgroups, including Gender, Monitoring and Evaluation, Youth, HIV Communication and Partnerships etc were activated, and UN
Joint Presence Offices in eight PICTs established.[84]

In the fourth quarter of the first year of implementing the Pacific UNDAF in 2008, joint UNDAF annual reviews with the respective PICT governments were undertaken in the 5 Least Developed Countries (LDCs) i.e. Kiribati, Samoa, Solomon Islands, Tuvalu and Vanuatu. Furthermore, scaled down joint annual reviews were also held in the Federated States of Micronesia, Palau and Republic of Marshall Islands. In 2009, the same joint UNDAF annual review process was carried out in the LDCs, with the exception of Samoa which was cancelled due to the Tsunami. Scaled down reviews were also held in four non-LDCs consisting of the three North Pacific countries and Tonga. The objectives of the UNDAF annual reviews undertaken above were to basically review the agency annual work plans for the respective years and to finalize annual work plans for the forthcoming year under the UNDAF outcome group mechanism, aligned to the respective countries' national development plan priority areas.

This UNDAF Mid Term Review (MTR) will be undertaken to provide an overall assessment of the relevance, effectiveness, efficiency, impact and coherence of the UNDAF as a delivery mechanism to support national and regional development priorities.

83 Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, Niue, Palau, Republic of Marshall Islands, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu

84 Solomon Islands, Kiribati, Vanuatu, Federated States of Micronesia, Republic of Marshall Islands, Palau, Tuvalu, Nauru,

Pacific UNDAF Mid-term Review Key Objectives

The UNDAF Mid Term Review will be undertaken to:

1. Determine the **relevance and strategic positioning** of the UNDAF programme to respond both to national development priorities, given the **changing development environment including Cairns Compact, and emerging issues, including climate change, at the national and regional levels,** and UN priorities and core values, including human rights and gender equality;

2. Ascertain the **status of achievement** of results in the four outcome areas for PICTs, including non-LDCs; identify lessons learned;

3. Assess the **efficiency of the UN's process** and the **quality of the UN's contribution** for attaining national development priorities as outlined in the UNDAF goals and MDGs ,

4. Propose **changes to programming to realign the UNDAF programme** to respond to achieving stated UNDAF goals and MDGs, focusing on more effective and efficient delivery of UN's contribution to development, as well as improved incorporation of cross-cutting issues such as human rights and gender equality, and provide Recommendationss for strengthening the UN's overall performance and support to PICTs.

Scope of Assessment and Key Questions

Given the above underlying principles, the strategic questions that would guide the implementation of the Pacific UNDAF MTR include:

1. Relevance and Strategic Positioning

- Ascertain the strategic focus of UN support to national, regional and international development priorities
- How well are the UNDAF Outcomes, specifically the LDCs' Results Matrices, aligned to the National Sustainable Development Plans (NSDPs)? Have the results matrices been flexible enough to adjust to evolving national policies and strategies e.g., the NSDPs, SWAp and national reforms during the current cycle?
- How well is the Regional UNDAF Framework aligned to the Pacific Plan and other relevant Regional Plans as well as countries' own NSDPs?
- How well are the international agreed frameworks and commitments and standards that guide UN agencies (ex: Universal Declaration of Human Rights, international human rights conventions) aligned with the UNDAF Framework?
- To what extent was the UNDAF development, implementation and review reporting process fully owned by the Pacific Island Countries and region
- How has the UN been able to respond to the changing global and national development environment such as climate change, food and fuel crisis, human rights, gender, global economic crisis and other national and regional emerging issues? How has the UN been able to respond to the changing aid environment in the Pacific, including response to the Pacific Leaders' request for implementation of the Cairn's Compact Initiative, aimed at upholding the Pacific Principles of Aid Effectiveness?
- How has UNDAF contributed to the mainstreaming and implementation of Human Rights in national policies and programmes?

- What adjustments are required to the UNDAF to remain relevant to PICTs and regional priorities? What adjustments are required to the UNDAF to ensure its strategic positioning for responding to climate change, gender, global economic crisis and other national and regional emerging issues?

2. Effectiveness and Achievement of Development Results

Determine the effectiveness of the UN system in achieving stated UNDAF outcome results

IMPACT/RESULTS OF UNDAF IMPLEMENTATION

- What progress has been made towards achieving the UNDAF outcomes at the regional and national levels?

- What are the main factors contributing to the achievement of outcomes and what are the main challenges and constraints to the achievement of outcomes? To what extent risks and assumptions were addressed in the implementation of the programmes?

- What are the main results, as a result of UN intervention, that have contributed to achievement of key national development results? How has the UNDAF implementation contributed to addressing the capacity issues in the PICTs in particular countries with de-population issues like Niue, Cook Islands?

QUALITY OF THE UNDAF

- How likely are planned multi-country programmes to lead to the UNDAF results? Are the expected outcomes realistic? Do the indicators in the regional and country specificmonitoring and evaluation (ME) frameworks sufficiently measure the intended UNDAF goals, outcomes and key impact? How can the UNDAF ME framework be improved?

- How has gender equity and equality been mainstreamed into programming? To what extent has gender disaggregated data and indicators to assess progress in gender equity and equality been included in the UNDAF ME Framework? What are the challenges and constraints for gender mainstreaming in the UNDAF?

- How has the UN promoted national execution of programmes, national systems and strengthening of national capacities, in alignment with the Pacific Principles of Aid Effectiveness?

3. Efficiency of the UN processes and system to achieve UNDAF results

Assess the efficiency of the UNDAF and its implementation process as a mechanism for coordination and partnerships as well as a mechanism to minimize transaction costs of UN support for the governments and UN agencies.

COVERAGE OF THE UNDAF - LDC VERSUS NON-LDC FOCUS

- Has the LDC focus worked well in achieving the intended LDC country UNDAF results? Has it contributed to the overall Regional UNDAF results?

- How different has been the level of support, implementation and resources invested in the LDCs versus the Non-LDCs?

- How has this "LDCs versus Non-LDCs focus" been perceived and received by the governments, in particular the Non-LDC countries?
- How can we improve the balance between LDCs and Non-LDCs coverage for the UNDAF?

- How has the UNDAF contributed to increased synergies among programmes of UN agencies and enhanced joint programming?

- How has UNDAF promoted effective internal UN and external partnerships with governments, CSOs, development partners around the main outcomes areas, specifically in relation to efficiency and effectiveness of outcome groups?

- Has the UNDAF contributed to a reduction of transaction costs for the government and UN agencies? In what ways can transaction costs be reduced given the multi-country and sub-regional nature of the UNDAF across two UNCT parishes?

- How well does the current UNDAF reflect the mandates and programmes of the specialized agencies?

- How well is the current UNDAF governance/implementation system working? Which areas of the governance system that are working? Specifically, which outcome groups are functioning well and what are the common elements in those outcome groupsthat can be replicated in the other outcome groups? What areas of simplification and streamlining governance mechanisms and processes are there to reduce transaction costs while at the same time, increase effectiveness?

- How can the current governance/implementation mechanisms become more efficient in supporting "Delivering as one" viz a viz joint programming, joint programmes, joint premises, harmonized funding and joint accountability?

- How can the operationalisation of the ME plan and framework be improved? What are the options for improving ME capacity – within agenciesd shared across the UNCTs?

- Has the UN contributed to reduced aid fragmentation and improved aid effectiveness?

UNDAF MTR Methodology

The UNDAF MTR will take into account the completed or ongoing individual Programme Appraisals of UNDP, the MTR of UNICEF and UNFPA and the midterm programme reviews of other UN agencies.
The process for the UNDAF MTR involves three major phases. This includes the:

1. MTR Planning Phase

2. MTR Implementation Phase

3. MTR Report Finalization Phase

Phase 1: MTR Planning Phase

In the MTR planning phase, the UN and the respective PICT governments will agree on the MTR terms of reference (TOR) which outlines the MTR review; identifies the roles and responsibilities of RCs, UNCTs, UN agencies, UNDAF outcome and working groups, governments and the other stakeholders; details the implementation plan; and outlines the timelines and the various activities . The UNDAF ME TWG acting on behalf of the 2 UNCTs and RC Offices will prepare the TOR and share it with the governments for their feedback. Given that the next two phases will be carried out by independent consultant(s), the UNDAF ME TWG will draft the TOR for the consultant(s) based on the TOR for UNDAF MTR.

Phase 2: Implementation Phase

The consultant(s), in consultation with RCs, UNCTs, UN Agencies, Outcome Groups, ME TWG and governments, will conduct the MTR and prepare a draft MTR report. In conducting the MTR, the consultant(s) will review the objectives and key questions outlined above.

It is envisaged that the review of the aforementioned areas by the consultant(s) will be undertaken through a combination of methods comprising:

- Desk Reviews of relevant documentation. This should include but not be limited to the:
- UNDAF for the Pacific Sub-region 2008-2012;
- UN agencies MCPDs, MCPAPs and country AWPs and Annual Reports;
- Pacific UNDAF Annual Review Guidelines;
- Reports on Outcomes of In-country UNDAF Annual Reviews (JTCs and JSMs);
- 2008 and 2009 Draft UNDAF Annual Review Reports;
- UNDAF outcome groups reports and presentations to the Joint UNMCT Annual Retreats;
- Existing PICT governments National Development Plans and Strategies and related review documents;
- the Pacific Plan;
- Cairns Compact documentation and related submissions by the UN;
- TCPR 2004 and 2007;
- UNEG Piloting Draft Handbook for Integrating Human Rights and Gender Equality in Evaluations in the UN System
- Tripartite High Level Meeting on Decent Work for Sustainable Development in the Pacific – Port Villa Statement
- Five Year Review of the Mauritius Strategy for the Further Implementation of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States: Pacific High level Dialogue – Port Villa Outcome Statement
- Pacific Conference on the Human Face of the Global Economic Crisis – Vanuatu Outcome Statement
- Relevant UN Reform documents; Pilot Country Reports on Delivering As One; and other relevant documen tation.
- Interviews with UN RCOs; UNCTs; UN agencies, UNDAF outcome group chairs, UNDAF support group chairs, UNDAF ME TWG
- Participatory and interactive consultation with 14 PICTs government entities, CSOs and other relevant stakeholders.

Phase 3: MTR Report Finalization Phase

After the review activities have been carried out in the 14 countries, the consultant will be required to prepare a draft report outlining the findings of the MTR. The draft report will then be finalized in the third phase of the MTR process. The draft report will be reviewed by the planners on July 16 at the National Planners meeting in Noumea. It will then be reviewed internally by the UN at a UNCTs meeting. The report will be finalized and circulated to the UN agencies and countries to inform the development of the AWPs for the next year during the year end Annual Reviews.

Expected Key Results

UNDAF MTR Phase	Expected Result
MTR Planning	A finalized MTR Plan/TOR, and Consultant's TOR approved and endorsed by both the UN and the respective 14 PICT governments and stakeholders.

MTR Implementation through desk review and consultations with PICTs and UN	A Draft Inception Report by consultants at the end of Week 2 of the assignment. Relevance of the UNDAF to national and regional development plans determined with any adjustments required Status of UNDAF outcome results analysed with monitoring and evaluation capacity of the UN and PICT governments enhanced. Lessons learnt identified as way forward to achieve UNDAF goals and the MDGs. UNDAF implementation and review processes assessed including the quality of the UN's contribution towards the attainment of UNDAF goals, and MDG. UN aid effectiveness in the Pacific UNDAF region analysed including the impact of UN reforms on UN delivery of development assistance.
MTR Report Finalization	A finalized MTR report endorsed by both RCs, UNCTs, 14 PICT governments and all stakeholders participating in the MTR exercise.

A timeline is attached as Annex 1

Management and Organization of UNDAF MTR Process

The UNDAF MTR will be strategically organized and managed by the UNCTs Fiji and Samoa through the RCOs Fiji and Samoa, who will provide overall guidance and direction for the process. Technical support will be provided by the UNDAF ME TWG in collaboration with the Outcome Groups, UN Gender Group and UNDAF Communications and Partnerships Group. The UNDAF ME manager will be responsible for managing the consultant(s) and coordinating the process. The UN RCOs of Fiji and Samoa will be responsible for recruitment of the consultant and the provision of on-going logistical support for the duration of the UNDAF MTR, including support to the consultant for travel arrangements etc

Roles and Responsibilities of UNDAF MTR Stakeholders

The UN and all stakeholders participating in the UNDAF MTR exercise conducted by the onsultant(s) will be requested to provide support and input to the MTR as requested by the consultant(s) to carry out its assigned tasks outlined in the Consultant TOR.