

Independent Evaluation
UN Development Assistance Framework (2013 – 2017)
for the
UN Country Team in the Pacific

A multi country UNDAF in the Pacific covering the 14 Pacific Islands Countries and Territories (PICTs¹) which are also Small Island Developing States (SIDS): Cook Islands, Fiji, Kiribati, Republic of the Marshall Islands (RMI), Federated States of Micronesia (FSM), Nauru, Niue, Palau, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu.

September 2016

¹ here after referred to as PICs

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Thanks is also extended to the outgoing chair of the Programme Monitoring and Evaluation Group (PMEG), country based UN coordination staff, and those members of the UNCT and PMEG, as well as representatives of Government that made themselves available to participate in interviews and respond to surveys.

I hope that the evaluation provides useful conclusions and recommendations to inform the UNDAF 2018 – 2022 and to strengthen UN coherence across the Pacific region.

Best wishes

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List of acronyms

CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CERF	Central Emergency Relief Fund
CRC	Convention on the Rights of the Child
CROP	Council of Regional Organizations in the Pacific
CSSP	Civil Society Support Programme
DaO	Delivering as One
FAO	Food and Agriculture Organization
FFA	Pacific Islands Forum of Fisheries Agencies
FSM	Federated States of Micronesia
HQ	Headquarters
IAEA	International Atomic Energy Agency
ILO	International Labor Organization
JPO	Joint Presence Office
LMIC	Lower Middle Income Country
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MIC	Middle Income Countries
NGO	Non-Government Organisation
NZ	New Zealand
ODA	Official Development Assistance
OHCHR	Office of the High Commissioner for Human Rights
OIDA	Office of International Development and Assistance
PICTs	Pacific Island Countries and Territories
PIF	Pacific Island Forum
PIFS	Pacific Island Forum Secretariat
PMEG	Programme Monitoring and Evaluation Group
PNG	Papua New Guinea
RC	Resident Coordinator
RCO	Office of the UN Resident Coordinator
RMI	Republic of Marshall Islands
SAMOA	SIDS Accelerated Modalities of Action Pathway
SDGs	Sustainable Development Goals
SPC	Secretariat of the Pacific Community
SPREP	South Pacific Regional Environment Programme
SIDS	Small Island Developing States
UNAIDS	The Joint United Nations Programme on HIV/AIDS
UNCT	UN Country Team
UNDAF	UN Development Assistance Framework
UNDG-AP	UN Development Group Asian Pacific
UNDOCO	UN Development Organization Coordination Office
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNESCAP	United Nations Economic and Social Commission Asian Pacific
UNFPA	United Nations Population Fund
UNHabitat	United Nations Human Settlements Programme
UNISDR	United Nations Office for Disaster Reduction
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNV	United Nations Volunteers
UNWomen	United Nations Entity for Gender Equality and Empowerment of Women
UPR	Universal Periodic Review
US	United States
USD	United States Dollar
USP	University of South Pacific
WHO	World Health Organization
WMO	World Meteorology Organization

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1. Executive Summary

1. The Pacific United Nations Development Assistance Framework (UNDAF) 2013-2017 is the collective response of the United Nations (UN) system to multi country national development priorities and the framework that seeks to reflect the comparative advantage of the UN in the Pacific. This evaluation supports the UN in the Pacific's goal of positioning itself in the changing context of the Pacific region, with consideration for the global Sustainable Development Goals (SDGs) agenda 2030 and the Framework for Pacific Regionalism 2014. The UNDAF evaluation seeks to inform the priorities and the positioning of the UN for the planning cycle 2018-2022.

Methodology

2. The evaluation adopts a mixed method approach utilizing both qualitative and quantitative data. No annual cycle of UNDAF monitoring and incomplete results frameworks has affected the evaluability of the UNDAF and reduced the level of verifiable quantitative and qualitative data available relevant to the UNDAF outcomes. Low rates of response to the evaluation survey and to the request for interview has impacted on the evaluation. These limitations have been augmented to the extent possible with analysis of review reports based on Government UN reviews conducted in Tonga, Kiribati, Solomon Islands, Vanuatu, Fiji, Cook Islands and Nauru. UNDAF programme expenditure and analysis of gaps and lessons learned were also reviewed. A UNCT and Joint Presence Office (JPO) retreat in May 2016, as well as UNDAF specific consultation within the JPO Study in 2015, provided inputs that supported deeper analysis of relevance and effectiveness and consideration of future priorities.

Regional context

3. The UN support in the Pacific covers the 14 PICTs, which are also small island developing states (SIDS): Cook Islands, Fiji, Kiribati, Republic of the Marshall Islands (RMI), Federated States of Micronesia (FSM), Nauru, Niue, Palau, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu. Two UN Resident Coordinators (RC) jointly support implementation of the UNDAF with the RC based in Suva, Fiji, responsible for ten countries and the RC based in Apia, Samoa, responsible for three countries and one territory. Of the 14 PICTs four are Least Developed Countries (LDC), eight are Lower Middle Income Countries (LMIC) and two are Middle Income Countries (MIC). The UN currently engages with the PICTs on the basis of multi country engagement serviced by the two RCs and linked UN Country teams across two regional hubs, with agencies operating regionally out of Fiji and Samoa.

4. The Pacific UNDAF 2013-2017, signed in March 2013 is complemented by the Pacific UNDAF multi-country action plan 2013-2017, which is the common operational plan for implementing 14 individual UNDAF country specific output level results matrices tailored to each country's priorities. There are five outcome areas comprising 1) Environmental Management, Climate Change and Disaster Risk Management; 2) Gender Equality; 3) Inclusive Economic Growth and Poverty Reduction; 4) Basic Services (Health and Education); 5) Governance and human rights. These outcome areas are complemented by key programming principles mainstreamed across the UNDAF including human rights, gender equality, environmental sustainability, results based management and capacity development. The UNDAF has an overarching focus on youth, gender equality and the elimination of gender based violence, and the need to increase resilience in a manner that is appropriate in the valuable ocean and island resource base of the Pacific communities. The UN Country Teams in the Pacific have sought to advance Delivering as One (DaO)² and whilst there is more to be done the UN in the Pacific has advanced a number of core DaO elements including the signed UNDAF at the outcome level, a Communications Group, an empowered Operations Management Team and a Business Operations Strategy.

5. The UN engages with the key regional bodies of the Pacific in support of independent countries in the Pacific on the basis of comparative advantage, most specifically the UN in the Pacific engage with the Pacific Island Forum Secretariat (PIFS) and the Council of Regional Organizations in the Pacific (CROP) and its members. In 2016, after some initial programme mapping work undertaken in 2014, this dialogue has now been reinvigorated, most notably to explore opportunities for strengthened partnership, in line with the priorities outlined within the SIDS Accelerated Modalities of Action

² In 2008 and 2012 the Kiribati and Samoa governments respectively requested the UN development system adopt the delivering as one approach in their countries.

(SAMOA) Pathway. The SAMOA Pathway focusing on the group of countries that remain a special case for sustainable development in view of their unique and particular vulnerabilities promoting sustainable development of SIDS through genuine and durable partnerships; and in the context of the Framework for Pacific Regionalism 2014.

6. Coordination in the Pacific is complex and challenging and currently involves the combined efforts of the Offices of the UN Resident Coordinators in the multi country hubs of Apia and Suva, the UNCTs, the Programme Monitoring and Evaluation Group (PMEG) and relevant working groups. A network of nine Joint Presence Offices (JPOs) under the overall supervision of the RC based in Suva, completes the coordination network aimed at strengthening coherence, coordination and responsiveness in the UN system's work for SIDS. JPOs in Niue, Tokelau and Cook Islands are currently under discussion as a means to expand what is recognised as a vital UN coordination mechanism across the Pacific. JPOs create linkages between the work of the UN system in country, government and other regional and country based stakeholders with the JPO Study 2105 demonstrating their key role in coordinated programme development and implementation in the region. The UN Country Team's commitment to principles of Delivering as One have supported strengthened coordination across the region and established goals for ramped up programmatic and operational coherence over the next UNDAF period.

7. The 14 country's response to the MDGs is mixed with two countries achieving all the MDGs (Cook Islands and Niue), three countries achieving at least half (Fiji, Palau and Tonga) with the remaining countries achieving less than half of the goals. Kiribati and Solomon Islands are reported as having achieved none of the MDGs. The majority of countries managed to reduce child mortality and achieve universal primary education, however, very few countries made gains in reducing poverty and achieving gender equality and the empowerment of women, indicating the need for strengthened gender and poverty reduction strategies in the future. Achievements on improving maternal health, combating HIV/AIDS, malaria and tuberculosis, and ensuring environmental sustainability were mixed³. The roll of the Kiribati One Fund and zero attainment of MDGs require further analysis so as to apply lessons learned to SDG related programming in the future.

8. The unique nature of the current Pacific UNDAF requires that it demonstrates performance across shared outcomes and simultaneously demonstrate performance at the individual country outcome and output level. Overall, relevance has been demonstrated, primarily in relation to the connection between UN programs and individual country sectoral plans. The connections and contributions to country level results have been highlighted within irregular narrative reporting that indicates alignment with individual national or sectoral priorities. The UNDAF is not used internally within the UN system to strengthen coherence or to jointly demonstrate the UN's overall alignment or responsiveness to regional or country level priorities, nor to monitor or evaluate joint progress across the region or at the country level due to its incomplete results framework and lack of utility as an ongoing monitoring and accountability tool. Overall the UNDAF as a regional multi country framework has relevance in relation to regional and national development priorities and as a means of focusing attention on the need for coordination and integrated planning against those priorities. Its five UNDAF outcomes are considered relevant as a basis for moving into the next UNDAF planning cycle and will allow for continuity of programming that resonates strongly with the demands and needs of the PICTs. The UNDAF is considered to be a framework around which the UN can continue to maximize its universal comparative advantage of:

- Strengthen national capacities at all levels leading to national ownership;
- Supporting national monitoring and implementation of international commitments, norms and standards;
- Acting as convener of a wide range of national and international partners;
- Providing high quality technical expertise in specific areas;
- Objective monitoring and evaluation of the national development framework;
- Impartial policy advice, based on international experience, technical expertise and good practices;
- Providing neutral space within which political issues can be addressed and resolved, including support to mediation or peace negotiations.

³ 2015 Pacific Regional MDGs Tracking Report, prepared by the Pacific Islands Forum Secretariat September 2015

The UN therefore has the opportunity to establish priorities in partnership with national governments, other country level stakeholders and regional partners, with particular comparative advantage in strengthening national capacities, positioning the UN's technical expertise and impartial policy advice, and supporting objective monitoring and evaluation of national development frameworks in the context of the SDGs.

Findings

9. The evaluation findings support maintenance of an SDG focused regional joint framework that allows for coordination, dialogue and accountability for agreed UNDAF outcomes across all signatory countries. Likewise, partnering with national governments and stakeholders to strengthen integrated UN engagement at the country level through country specific joint programming frameworks was seen as key to enhanced and strengthened engagement. A regional multi country framework requires active use of the UNDAF by all UN agencies as a means to monitor and verify the impact of the UN's programmatic and partnership activity on an annual basis as well as ensure SDG attainment and manage harmonized approaches to country level engagement on an ongoing basis.

10. Effectiveness of the UNDAF as a broader Pacific strategy is contingent upon a strengthened communication strategy, which will target internal and external audiences and promote the UN's comparative advantage. The identified benefits of the UNDAF by government representatives of programming countries included the convening power of the UNDAF and the support it provided to focusing government representatives and stakeholders on the development priorities of the country⁴, this however taking place on a periodic rather than annual or regular basis. In some countries the UNDAF is the only tool through which development partners, government counterparts, and other stakeholders were convened across thematic, sector and programme areas. In that context affirming the relevance and alignment between the UNDAF country framework and national development plans and strategies. The evaluation pin pointed the need to develop SDG informed country matrices, within which the UN collectively advocates human rights, gender equality and sustainable development priorities, ensuring nonresident agencies opt in to agreed principles of coordination and align their work with defined outcomes. The current UNDAF is not strong in these areas, and the next UNDAF framework needs to address evaluability by establishing results frameworks that are complete with baselines, targets and indicators linked to verifiable data sets. All of which allow for monitoring to the level of disaggregation that supports understanding and tracking programming results that respond to the needs of the most marginalized and unreached. Overall, the UNDAF needs to be used and promoted as an accountability and coordination tool and a framework for establishing and maintaining partnerships.

11. Country level UNDAF review reports although not undertaken in all countries were a source of information regarding annual progress. In addition, and to gain on overall picture of programme implementation per country and per outcome, rates of programme expenditure were analysed. As of 2 August 2016 a total disbursement rate of 50 percent was reported as USD141,194,623 against a total UNDAF budget of USD282,261,064. Individual country utilization rates range from 17 percent in Tokelau across two outcome areas to 77 percent in RMI across all outcome areas, with Outcome 1- Environmental Management, Climate Change and Disaster Risk Management; and Outcome 4 – Basic Services reflecting the slowest rates of programme expenditure across all countries. Niue utilizing unbudgeted funds. The reasons for the low expenditure rates were summarized as relating primarily to issues of slow or intermittent programme management, the slow process of finding adequately experienced and available human resources and the slow response rate of business operations. 22 joint programmes with a total of USD49,744,039.93 are present across Outcome 1, 2, 3 and 4.

12. Joint programme priorities are considered accurate in relation to regional and national priorities however engagement of countries in the development and tailoring of programmes was inconsistent with countries stressing this as a priority in the future. Lessons learned indicate that a lack of joint programme management and a lack of supportive administration and procurement services, is the leading cause of slow or no implementation in joint programmes and requires the dedicated support of human resources and adequate operational systems in place with response times adhered to. Efficiency will be addressed through strengthened coordination structures, revised resource mobilization

⁴ Pacific Joint Presence Office Study 2015

strategies, strategic advocacy and communication and harmonized business practices. Coordination structures of the UN in the Pacific currently incorporate the multi country hubs of Suva and Apia, the network of Joint Presence Offices in nine countries across the region, programme monitoring and evaluation group (PMEG), outcomes groups and a dormant UNDAF Steering Committee. Resources to continue to strengthen coordination overall in the Pacific commensurate with the size and complexity of the region, and an accountability framework to track those roles and responsibilities, are needed, as is the reinvigoration of the UNDAF Steering Committee. Strengthened lines of communication between the JPOs, PMEG and Outcome groups and with the UNCT, modified to meet the needs of the new regional UNDAF, are a priority for overall management of the joint programming system. Communication and advocacy is perceived as a gap with the need to use communication and advocacy strategies as a tool to position and advocate the role of the UN its comparative advantage and programme outcomes, being urgent. The current advancement of Delivery as One in the region, whilst slow does support this. success has been achieved in advancing an outcome level joint UNDAF; a Communications Group; an empowered Operations Management Team and a Business Operations Strategy to be expanded further in 2016/2017, however response to all 15 elements of Delivering as One would require the future UNDAF cycle to include joint annual work plans and reporting, an established and functioning UN Steering Group, medium term Common Budgetary Frameworks at the country level, a joint resource mobilization strategy, operations costs incorporated into the common budgetary framework and a joint communication strategy.

13. The weaknesses within the results framework of the UNDAF and the lack of quantitative monitoring overall makes it difficult to measure impact of UNDAF outcomes, however sufficient evidence exists to directly attribute the work of the UN to results in the areas of youth and health, specifically non communicable disease. Examples of impact in the eradication of hunger, in food and malnutrition as well as elimination of poverty by driving social and economic progress and sustainable development of resources. There is sufficient evidence to suggest that development priorities in the region have been positively impacted by UN programme related results in the area of on climate change, reduction of gender based violence, policy to reduce harm and discrimination of marginalized groups (decriminalization of homosexuality in Nauru and example), women in leadership, ratification of international conventions and responses, and systems and coordinated response to disaster risk management most recently in response to the critical events of both Tropical Cyclone Pam and Winston. The ability to measure and identify impact in the future links directly to the need to strengthen M&E structures and systems, establish accountability and build the necessary capacity for program implementation, policy development and data management and monitoring of results.

14. Sustainability in the Pacific context requires consideration of three main factors 1) strengthening of policy advice, programme development and implementation; 2) positioning of the UN's comparative advantage, and 3) developing strategies to support capacity development. The evaluation has linked low rates of implementation in the Pacific to issues of capacity, operational efficiency and programme management. The technical and advisory assistance of the UN has contributed to building the capacity of government officers, in the areas of disaster management and disaster resilience. Sustainable outcomes have been reached in the parliamentary support programmes in terms of establishing structures and capacity development that lead to policy development outcomes and greater numbers of female parliamentarians elected and the establishment of human rights institutions has supported the strengthening of human rights based approaches to national governance in some countries. Community based small business opportunities and urban poverty alleviation have led to sustainable outcomes through involvement of civil society. Sustainability in the North Pacific warrants particular focus, resourcing and strategic partnership approaches including a joint UN response to the demands of the national governments in the region for the positioning of technical resources in the sub region to increase the sustainability of programming inputs, mitigate the prohibitive cost of travel due to the distances from the technical hubs of Samoa and Fiji, and therefore the intermittent presence of technical expertise⁵. A sub-regional approach therefore factored into the next UNDAF taking account of the lessons learned from current UNDAF implementation and against key sub-regional priorities.

Conclusions

⁵ Pacific Joint Presence Office Study 2015

15. For UN joint programming in the Pacific a unique and tailored approach to programme prioritization, development and implementation is required. This includes and incorporating the specific vulnerabilities of the region with regard to climate change, the needs of the North Pacific sub region, the priorities for Human Rights based approaches and priorities for increased gender equality, so as to advance development priorities and simultaneously ensure those development results benefit all women and men equally and reach those hardest to reach. A weak and incomplete results framework, a lack of available data and the limited evaluability of the UNDAF overall has hampered a more detailed evaluation of outcome results and consideration of trends across the region. An opportunity moving into the next UNDAF cycle. The evaluation does however conclude the relevance of the UNDAF outcome areas, their alignment with the MDGs and national sectoral strategies in particular, national development strategies generally and their continued relevance in moving forward to address the SDGs. Low rates of implementation have impacted effectiveness and efficiency however the cause of the low rates have been identified and can be addressed through strengthened common business operations, coordinated and resourced programme management, needing close monitoring on an annual basis. Strengthened coordination will increase levels of accountability and ensure implementation of adequate M&E practices that are able to measure impact and track levels of sustainability over time providing the UN in the Pacific the evidence base from which to engage with other key regional partners and national governments.

Recommendations

16. A series of recommendations for consideration for the UNDAF period 2018-2022 are presented and overall stress the importance of maintaining a region wide and country responsive framework for UNDAF in the Pacific with a focus on; development of a future Pacific UN Framework that establishes a regional commitment and country joint programming focus at the outcome level; update of coordination structures of UNDAF to incorporate regional accountability for UNDAF; responsiveness to the SDG localization planning processes and the positioning of UN resources on the basis of the UN's comparative advantage and expressed demand from the countries.

17. The tailoring of a Pacific approach to Delivering as One, building on achievements in business operations, communications and advocacy that complements the regional and multi country focused approach is needed as is: focus on M&E that corrects the faults in the current results framework namely comprehensive and evaluable indicators, baselines and targets, and establishment of annual cycles of monitoring that engage country level stakeholders and use verifiable data, building long term capacities in M&E and establishing levels of accountability across the coordination structure for UNDAF.

18. There is priority for communication and advocacy strategy development that targets both internal and external audiences and highlights both the UN's alignment with country specific SDG priorities and the UN's normative agenda.

19. Revision and strengthening of the UNDAF governance and accountability structures to maintain and expand the level of support for the JPO network and standard procedures to improve and strengthen coordination at the country level are recommended, as is development of a resource mobilization strategy that tailors priorities to country need, requires joint approaches and includes innovation and clarification of the relationship between North Pacific countries and the US Government; establishment of joint programming principles that focus on the time and participatory processes needed to tailor programmes to the Pacific context, mainstreaming HIV/AIDS into youth and gender programmes, capacity development and invest in programme management. Risks to programming in the Pacific as a result of climate change and the mainstreaming of climate change adaptation in all areas of programme management and implementation need to be factored in to all UNDAF programming; and maintaining the discreet UNDAF Outcome on Gender informed by UPR reporting and the Gender Score card to advance human rights based approaches to programming and ensure both targeted programme approaches and mainstreamed strategies across all other programme priorities to advance gender equality.

2. Introduction

20. The Pacific United Nations Development Assistance Framework (UNDAF) 2013-2017 is the collective response of the United Nations (UN) system to national development priorities and a

framework that seeks to reflect the comparative advantage of the UN in the Pacific. The Pacific UNDAF shows where the UN system brings its unique strength to bear in advocacy, capacity development, programming and cutting edge knowledge and policy advice, for the achievement of the internationally agreed standards and development goals, including MDG related national priorities.

21. The evaluation will support the UN in the Pacific to position itself in the changing context of the Pacific region, with due consideration for the global Sustainable Development Goals (SDGs) agenda to 2030 and the Pacific Framework for Regionalism. The UNDAF evaluation will inform priorities and positioning of the UN in the future and in particular the planning cycle of 2018-2022.

22. Following a mixed method approach utilizing both qualitative and quantitative data, the evaluation's primary audience is the UN system in the Pacific, including non-resident agencies, regional leader's fora and national government partners. On the global level UNDOCO, UNDG-AP and the UN's regional offices will also have the opportunity to draw on its conclusions.

2. UN Development Assistance Framework 2013 - 2017

23. The Pacific UNDAF 2013-2017 is unique in that it covers programmatic work across 14 Pacific Island Countries and Territories (PICTs) and was signed by the relevant governments in March 2013. The Pacific UNDAF outlines the collective response of the UN system to development challenges and national priorities in 14 PICTs. The UNDAF prioritizes five common sub-regional development outcome areas (Figure 1). The outcome level UNDAF is complemented by the Pacific UNDAF multi-country action plan 2013-2017, which is the common operational plan for implementing 14 individual UNDAF country specific output level results matrices tailored to each country's priorities.

Pacific United Nations Development Assistance Framework – 2013 – 2017 and UNDAF multi country action plan 2013 - 2017													
UNDAF Focus Area 1		UNDAF Focus Area 2			UNDAF Focus Area 3			UNDAF Focus Area 4		UNDAF Focus Area 5			
Environmental Management, Climate Change and Disaster Risk Management		Gender Equality			Inclusive Economic Growth and Poverty Reduction			Basic Services		Governance			
Country UNDAF Results Matrices - outcomes and outputs													
Cook Islands	Fiji	FSM	Kiribati	RMI	Nauru	Niue	Palau	Samoa	Solomon Islands	Tokelau	Tonga	Tuvalu	Vanuatu
UNDAF cross cutting priorities													
Individual National Strategic Development Priorities													
Pacific Framework for Regionalism													
SAMOA Pathway													
Millennium Development Goals/Strategic Development Goals													

Figure 1: Pacific UNDAF structure and alignment.

UNDAF outcome areas are summarized in the UNDAF Action Plan 2013-2017 as:

Outcome 1 – Environmental Management, Climate Change and Disaster Risk Management

Each of the Pacific SIDS has built up greater resilience and further enhanced its capacity to apply integrated approaches to environmental management, climate change adaptation/mitigation and disaster risk reduction.

Outcome 2 – Gender Equality

Each of the Pacific SIDS has achieved greater gender equality by opening more channels for women to decision making at household, community and national level, and by strengthened protection systems that respond to and prevent violence against women, children and other vulnerable groups.

Outcome 3 – Inclusive Economic Growth and Poverty Reduction

Each of the Pacific SIDS realized enhanced inclusive economic growth, increased sustainable employment, expanded livelihood opportunities and food security for women, youth and vulnerable groups, including enhanced social safety nets for all citizens.

Outcome 4 – Basic Services (Health and Education)

Each of the Pacific SIDS has increased access to quality health, education and protective services, in particular for women, children, youth and vulnerable groups

Outcome 5 – Governance and human rights

Each of the Pacific SIDS has regional, national, local and traditional government systems that are strengthened to exercise the principles of good governance, including upholding of all human rights.

24. The five outcome areas are complemented by key programming principles mainstreamed across the UNDAF including human rights based approaches, gender equality, environmental sustainability, results based management and capacity development. The UNDAF emphasizes its overarching focus on youth, gender equality and the elimination of gender based violence⁶, and the need to increase resilience in a manner that is appropriate to the valuable ocean and island resource base of the Pacific communities.

25. The country level results matrices link to national development strategies and set the structure for the monitoring of the UN contribution to development results at the national level.

Country	Period	National Strategic Development Plans
Cook Islands	2011-2015	National Sustainable Development Plan
FSM	2004-2023	FSM Strategic Development Plan
Fiji	2009-2014	National Strategic Development Plan – Roadmap for Democracy and Sustainable Socio-Economic Development
Kiribati	2012-2015	Kiribati Development Plan
RMI	2014-2016	RMI Strategic Development Framework
Nauru	2005-2025	National Sustainability Development Strategy
Niue	2009-2013	Niue National Strategic Plan
Palau	2009-2020	Palau 2020 National Master Development Plan
Samoa	2012-2016	Samoa Development Strategy
Solomon Islands	2016- 2035	National Development Strategy
Tonga	2011-2014; 2015-2025	Tonga Strategic Development Framework
Tokelau	2010-2015	National Strategic Plan
Tuvalu	2005-2015	Te Kakeega II – National Strategy for Sustainable Development
Vanuatu	2006-2015	Strategic Development Plan - 10 year Priorities and Action Agenda

Table 1: Country National Strategic Development Plans

3. Regional context of the UNDAF 2013 - 2017

26. The UN support in the Pacific covers the 14 PICTs⁷, which are also small island developing states (SIDS): Cook Islands, Fiji, Kiribati, Republic of the Marshall Islands (RMI), Federated States of Micronesia (FSM), Nauru, Niue, Palau, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu. There are two UN Resident Coordinators (RC) with the RC based in Suva, Fiji, responsible for ten countries and the RC based in Apia, Samoa, responsible for three countries and one territory.

⁶ UNDAF Action Plan 2013-2017

⁷ here after referred to as PICs



27. Of the 14 PICTs four are Least Developed Countries (LDC), eight are Lower Middle Income Countries (LMIC) and two are Middle Income Countries (MIC). The region currently functions on the basis of multi country engagement serviced by two RCs (as mentioned above) and two UN Country teams that link together across two regional hubs, with agencies operating regionally out of Fiji and Samoa: UNDP manages two Multi-Country Offices (MCOs) in both Fiji and Samoa servicing 14 PICs plus Papua New Guinea (PNG). The former Pacific Centre was merged with the UNDP Fiji Multi Country Office (MCO) in April 2016 to form an Integrated UNDP Pacific Office in Fiji.

28. UNFPA; UNWOMEN; WHO⁸; ILO; IFAD; IOM; UNAIDS; UNOCHA; OHCHR; UN-Habitat; UNISDR; UNDSS, UNESCAP and UNV are all based in Fiji and work in all 14 PICs. UNESCO; UNEP; FAO; WMO maintains a regional office in Samoa. UNICEF has a regional multi country office based in Fiji with three field offices in Kiribati, Solomon Islands and Vanuatu. UNDP has deputy level representation in the Solomon Islands co-located with UNICEF, UNFPA and UN Women. UNFPA maintains a sub-regional office in Suva supporting 14 PICs and PNG. UN agencies such as UNHCR are based outside of the region but collaborate with in country agencies and JPO/Country Coordination Officers to meet their country level obligations. ITC and WFP opened regional offices in Fiji in 2016 and UN Habitat closed its programme. WHO maintains representative offices in Samoa, Solomon Islands and Fiji, the Fiji WHO office provides Pacific Technical Support to Niue, Samoa, American Samoa, Cook Islands and Tokelau; and Liaison Offices in Kiribati, FSM, Tonga and Vanuatu. Nonresident agencies including IAEA (Geneva), UNODC and UNCDF (Bangkok) implement projects and programmes in the region in partnership with resident agencies.

29. The network of UN Joint Presence Offices (JPOs) in the Pacific were established in 2008 in nine PICs, following consideration of the report of the UN Presence Task Force by the Regional Directors Team in Bangkok on 17 March 2007. The report was spurred by a call from PICs for greater UN country level presence and collaboration. The JPOs are a response to the demands of PICs and a means to support the development challenges that the SIDS are facing and the level of collaboration, coordination and partnership they in turn want with the UN. It is an initiative to strengthen coordination and bring the UN closer to the countries it serves in the Pacific region, thus contributing to the implementation of the UNDAF for the Pacific at the country level and its alignment with national and regional development strategies.

30. JPOs, when established, were seen as the start of a process of decentralizing the UN's operations to the country level⁹ and were considered to have key priorities including: facilitation of joint programming (the UNDAF process), including country level monitoring, liaison with government and serving as a convener for joint reviews and other forms of programme collaboration; and identification

⁸ In addition to WHO in Fiji, which provides Pacific Technical Support, WHO also has a representative office in Samoa (covering five countries including Niue, Samoa, American Samoa, Cook Islands and Tokelau), and the Solomon Islands and country liaison officers (CLOs) in Kiribati, Tonga and FSM and Vanuatu. The CLOs report directly to WHO regional office in Manila.

⁹ Ref: Delivering as One, The Joint Presence Initiative in the Pacific, an information booklet on the progress of UN Reform through the Joint Presence of UNFPA, UNDP, UNICEF in the Pacific, Suva, 2009

of opportunities within existing and future programmes and projects, extending into joint programming and joint programme implementation¹⁰.

31. PNG has its own UNRC and UNDAF but draws on the technical support provided by UN agencies based either in Suva, Fiji or Apia, Samoa.¹¹

32. The UNDAF and its action plan was further informed by the Joint Statement of the UN Secretary General and the Leaders of the Pacific Island Forum (PIF) of September 2011¹². In doing so the UNDAF responded to the statement's reaffirmation of the unique and particular vulnerabilities and development needs of SIDS and emphasized the importance of enhanced coherence, coordination and responsiveness in the UN system's support for SIDS. In particular, the UNDAF seeks to respond to those most marginalized, vulnerable and isolated by both poverty and distance to development opportunities.

33. As documented by the Pacific Islands Forum Secretariat¹³ with the support of a technical working group including UNDP, UNESCAP, UNFPA and representatives from Kiribati and Samoa, MDG progress is well documented. At the 2015 deadline for the MDGs, the Pacific recorded mixed outcomes against the MDGs, with only two countries achieving all the MDGs (Cook Island and Niue), three countries achieving at least half of the MDGs (Fiji, Palau and Tonga), while the rest of the countries achieving less than half of the goals, and three countries not achieving any of the MDGs (Kiribati, PNG¹⁴ and Solomon Islands). The majority of countries managed to reduce child mortality and achieve universal primary education. However, very few countries made gains in reducing poverty and achieving gender equality and the empowerment of women. Achievements on improving mental health, combating HIV/AIDS, malaria and tuberculosis, and ensuring environmental sustainability were mixed¹⁵.

	MDG 1	MDG 2	MDG 3	MDG 4	MDG 5	MDG 6	MDG 7
Cook Islands	Green	Green	Green	Green	Green	Green	Green
FSM	Red	Yellow	Yellow	Green	Red	Yellow	Green
Fiji	Yellow	Green	Yellow	Green	Green	Yellow	Green
Kiribati	Red	Red	Yellow	Yellow	Yellow	Yellow	Yellow
RMI	Red	Yellow	Yellow	Green	Green	Yellow	Green
Nauru	Red	Green	Yellow	Yellow	Yellow	Green	Red
Niue	Green	Green	Green	Green	Green	Green	Green
Palau	Yellow	Green	Green	Green	Green	Green	Green
Samoa	Yellow	Green	Yellow	Green	Yellow	Yellow	Green
Solomon Islands	Yellow	Yellow	Yellow	Red	Yellow	Yellow	Red
Tonga	Yellow	Green	Yellow	Green	Green	Green	Green
Tuvalu	Red	Yellow	Yellow	Green	Green	Yellow	Yellow
Vanuatu	Yellow	Yellow	Yellow	Yellow	Yellow	Green	Red

Table 2: Pacific Regional MDGs Tracking Report 2015, Pacific Islands Forum Secretariat. Red = off track; Green = attained; Yellow = partially achieved.

1. Coordination of the UN system in the Pacific is complex and challenging and involves the combined efforts of the Offices of the UN Resident Coordinator in Apia and Suva, the UNCTs and relevant working groups led by the two UN Resident Coordinators.

¹⁰ Ref: Memorandum of Understanding on the UN Joint Presence between UNDP, UNFPA, UNICEF

¹¹ UNCT in the Pacific, Pacific UN Joint Presence Office Study January 2015

¹² Forum Communique Forty-second Pacific Islands Forum, 7-8 September 2011, Auckland, New Zealand

¹³ 2015 Pacific Regional MDGs Tracking Report, prepared by the Pacific Islands Forum Secretariat September 2015

¹⁴ PNG is managed by a separate RC and UNCT following a separate UNDAF based in Port Moresby, PNG.

¹⁵ 2015 Pacific Regional MDGs Tracking Report, prepared by the Pacific Islands Forum Secretariat September 2015

		1. Joint National/UN Steering Group	2. Annual Reporting on Joint UN	3. Signed UNDAF at the outcome level	4. Joint annual work plans	5. Results groups (chaired by HOA) focussed on strategic policy and planning	6. Medium term Common Budgetary Framework	7. Annual Common Budgetary Framework	8. Joint Resource mobilisation strategy	9. Implementation Management and accountability system	10. Empowered UNCT to make joint decisions	11. Business Operations Strategy	12. Empowerment OMT (chaired by HOA)	13. Operations costs and budgets integrated into medium term Common Budgetary Framework	14. Joint communication strategy	15. Country Communications Group (Chaired by HOA)
44	Fiji	Full	Full	Full	Full	Full	Full	Full	Full	Partial	Partial	Full	Full	Full	Full	Full
99	Samoa	Full	Full	Full	Full	Full	Full	Full	Full	Full	Full	Full	Full	Full	Full	Full
		Full implementation														
		Partial Implementation														
		Not implementing														

Figure 2 – October 2015 Delivering as One – Tracker

34. The UN Country Teams in the Pacific have sought to advance Delivering as One (DaO)¹⁶ since the inception of this current UNDAF and have a number of core DaO elements in place (see Figure 2). This includes the signed UNDAF at the outcome level, Communications Group, an empowered Operations Management Team and a Business Operations Strategy. Further advancement of DaO in the Pacific would require the future UNDAF cycle to include joint annual work plans and reporting, an established and functioning Joint UN Steering Group, medium term Common Budgetary Frameworks at the country level, a joint resource mobilization strategy, operations costs incorporated into a common budgetary framework and a joint communication strategy.

35. The UN engages with key regional bodies within the Pacific who are stakeholders in UNDAF and seek to support the independent countries of the Pacific and align priorities for health, human rights, education, climate change, for example, on the basis of institutional comparative advantage. The Pacific Island Forum (PIF) and its Secretariat (PIFS) aims to “work to support their member governments, to enhance the economic and social well-being of the people of the South Pacific by fostering cooperation between governments and between international agencies”¹⁷. The Council of Regional Organizations in the Pacific (CROP) agencies have a mandate to improve cooperation, coordination and collaboration among the various intergovernmental regional organizations to achieve sustainable development in the Pacific, and as such some UN agencies have Memorandum of Understanding (MOU) with CROP members. Most notably, Secretariat of the Pacific Community (SPC); Secretariat of the Pacific Regional Environment Programme (SPREP); Pacific Islands Forum Fisheries Agency (FFA); and The University of the South Pacific (USP). A number of UN agencies are members of some CROP/UN working groups (such as sustainable development, health and population, disaster preparedness, and climate change) and guided by regional strategic plans (e.g. health). The Secretary General of PIFS is the permanent chairperson of CROP. A CROP working group was established prior to 2014 to explore opportunities for strengthened coordination and partnership, increased harmonization and reduced competition with the UN in the context of the Framework for Pacific Regionalism 2014, which replaces the Pacific Plan. Some initial mapping work around CROP UN collaboration was undertaken in 2014, and the UNRCs in 2016 have sought to strengthen communication between CROPs and the UN and to reinvigorate the CROP-UN working group originally established in 2013. At a most recent meeting between the UN and PIFS/CROP Heads agreement was reached to have yearly engagement.

36. PICTs are signatory to a number of International Human Rights instruments and undertake to report accomplishments with varying degrees of capacity to do so.

	Cook Island	Fiji	FSM	Kiribati	RMI	Nauru	Niue	Palau	Samoa	Solomon Island	Tonga	Tuvalu	Vanuatu
ICESCR							r	s		r			
ICCPR						s	r	s	a				r
ICERD		r								r	a		

¹⁶ In 2008 and 2012 the Kiribati and Samoa governments respectively requested the UN development system adopt the delivering as one approach in their countries.

¹⁷ Pacific Islands Forum Secretariat website www.forumsec.org/pages/cfm/about-us

CEDAW	a	a	a	a	a	a	a	s	a	a		a	a
CAT		r											a
CRC	a	r	a	r	a	a	a	a	a	a	a	a	r
CMW													
CRPD	a	s	a	a	s	a		r	s	s	s	a	r
CED								s	r				s
ICCPR-OP1						s							
ICCPR-OP2													
OP-IESCR										s			
OP-CAT						a							
OP-CEDAW	a									a			a
OP-CRC-IC													
OP-CRC-AC		s	a		r	s				s			r
OP-CRC-SC		s	a		r	s				s			r
OP-CRPD	a	s								s			

Table 3: OHCHR - Pacific Human Rights Treaty Ratification (as of May 2016). s=signature only; r=ratified; a=accession

37. The Universal Periodic Review (UPR), which reviews all UN member states regardless of the status of their human rights instruments and complements the work of other treaty bodies, provides opportunity for states to be assessed against all international human rights standards in one review. As of May 2016, all 11 PICS, which are UN member states have reported to the Human Rights Council on the implementation of the Recommendations accepted during the 1st UPR review and have now completed their 2nd UPR review.

4. Purpose

38. The evaluation is taking place in 2016 in the penultimate year of the UNDAF 2013 – 2017 to inform the upcoming UNDAF 2018 – 2022 planning period.

39. The purpose of the evaluation of the Pacific UNDAF 2013-2017 is to assess the overall relevance, efficiency, effectiveness, impact and sustainability of this framework to development in the Pacific region. Cross cutting issues of gender, human rights and equity will also be a focus. The evaluation focusses specifically on the 14 PICTs, the contribution of the UN to development results across the region in these countries, the alignment of the UN’s comparative advantage to the development priorities of the Pacific, as well as in relation to regional priorities identified in frameworks such as the Pacific Plan.

5. Objectives

40. The UNDAF evaluation has three key objectives:

1. To assess the **relevance** of the UNDAF with consideration for the MDGs/SDGs and two cross cutting issues, the efficiency and effectiveness by which the UNDAF outcomes and country programme outcomes are being achieved and their impact and sustainability and contribution to national priorities, including the effectiveness of joint programming and joint programmes, and country progress in implementation of key international and national commitments with emphasis on gender equality and human rights.
2. To determine how the UNDAF helped UN agencies to contribute more **effectively and efficiently** to national development efforts and capacity building, strengthened coordination, commitments to Delivering as One, partnership development inclusive of civil society and regional organisations,
3. To learn from the experiences of the current programming cycle (2013-2017) and consider the **impact** of the UN’s efforts through identification of issues and opportunities emerging from the implementation of the current UNDAF, to inform the design of the next UNDAF Strategic Framework (2018-2022), to identify lessons learned and solutions to challenges and bottlenecks.

6. Scope of work

41. The scope of work for the evaluation is the UN's joint programming priorities and implementation across the 14 PICTs of Cook Island; Fiji; FSM; Kiribati; RMI; Nauru; Niue; Palau; Samoa; Solomon Islands; Tonga; Tokelau; Tuvalu and Vanuatu. The UNDAF Action plan and its 14 output based Country UNDAF results matrices structured around the five UNDAF outcome areas and the two cross cutting areas Youth and HIV, and a sub set of joint programmes, including in the sub region of the North Pacific.

42. The evaluation has been scoped to allow for inputs from the nine JPOs and all resident and non-resident agencies working in the region namely: FAO; ILO; OHCHR; UNAIDS; UNDP; UNDP Regional Centre; UNESCO; UNEP; UNFPA; UN Habitat; UNICEF; UNISDR; UNOCHA; UNODC; UN Women; WHO; WMO; and UNESCAP.

7. Methodology

43. The independent consultant who undertake the evaluation, Ms. Ann Lund, was selected on the basis of her experience in the region, her knowledge of the UN system, UNDAF processes, and the ability to draw on the detailed analysis of the Joint Presence Office study comprising detailed country consultations to 14 PICTS establishing a comprehensive understanding of the UN's work in the Pacific, the relevance and positioning of the UNDAF and an understanding of the relationship between national PICT governments, civil society, donors, Non-Government actors and the UN. Ms Lund has knowledge of contemporary UNDAF global guidance, Delivering as One and the UN's commitment to Human Rights Based Approaches to Programming and Results Based Management. Ms Lund's independent approach was supported administratively by the two Offices of the UN Resident Coordinators in Apia and Suva and the nine Joint Presence Offices.

44. The approach to evaluation of the Pacific UNDAF 2013 – 2017 has followed a mixed method approach utilizing both qualitative and quantitative data, focusing practically on a rapid desk review (data analysis) of relevant documentation, existing UN and agency specific surveys and evaluations, joint UNDAF review reports, as well as documents from the governments and their partners during the current UNDAF cycle. The evaluation draw on the consultations specific to UNDAF undertaken during the time of the JPO Study 2015 and consultations conducted as part of a May 2016 UN Retreat. Quantitative information was analyzed including findings from the analysis of UNDAF budget utilization rates per country and per outcome across the UNDAF period to augment the qualitative inputs received.

45. Seeking a balance of respondents from across the 14 PICTs, through the nine Joint Presence Offices and the two regional hubs of Suva and Apia was incorporated into the evaluation design addressing issues of distance by formulation of a questionnaire and making provision for interview via skype or phone.

1. Responses to a comprehensive survey (see Annex 4) were low but were sought from heads of UN agencies, key technical staff, outcome group leaders and members, UN Country Coordination Officers in the nine PICTs and stakeholders. UN Country Coordination staff at the Joint Presence Office (JPO) level facilitated circulation of the questionnaire which contained questions drawn from the evaluation matrix (Annex 5) providing the opportunity for semi structured interview or direct survey responses where possible. Questionnaires were extended to government and stakeholders with a very low response rate. In these cases, and to ensure a balance of country level insights, feedback was drawn from local level UN actors.

46. Given the cost implications of face to face consultation and the availability of reliable technologies the evaluation was undertaken remotely and in parallel with the country by country consultative visioning exercises taken place, which did involve regional travel and face to face engagement, involving government, stakeholders, the UN Resident Coordinators and other key UN staff. The evaluation also drew on the extensive consultations undertaken for the Joint Presence Office study undertaken in 2015 where UNDAF specific discussions was undertaken with government representatives, donors, non-government organizations, civil society and UN staff.

Limitations

47. A low response rate to the survey¹⁸ and to the request for interview has been an overall constraint of the evaluation requiring analysis of additional reports, literature and data to fill information gaps.

48. A lack of annual quantitative or qualitative monitoring reporting against the UNDAF results frameworks, no monitoring of outcomes at the regional level and no cycle of annual monitoring has reduced the level of quantitative or qualitative data upon which the effectiveness of UNDAF outcomes can be determined. No annual monitoring dialogue and therefore no supporting documentation or high level analysis of UNDAF status at the UNCT or UNDAF Steering Group level around challenges, bottlenecks or lessons learned in UNDAF implementation has meant no reporting of the same upon which to identify trends or draw conclusions. However individual narrative review reports from seven countries: Tonga, Kiribati, Solomon Islands, Vanuatu, Fiji, Cook Islands and Nauru, where reviews have taken place between 2013 – 2015 (see 9.3) were considered.

49. UNDAF expenditure reports were requested due to a lack of annual monitoring data overall and prompted further enquiry to understand the primary cause of low disbursement rates against UNDAF outcomes.

50. Poor connectivity and no face to face consultations restricted some accessibility to respondents however paper survey, email and skype were used to expedite the consultation process, to mitigate issues related to a lack of access due to distance and geographic spread of consultation targets.

Evaluation Questions

51. The evaluation matrix (Annex 5) was established to agree upon the questions and sub questions to be asked against each evaluation criteria. These criteria are the basis for analysis of the UN's work across the region, within the 14 programme countries and the five outcomes areas, inclusive of the UN's targeted sectoral priorities and comparative advantages.

52. The evaluation draws on the evaluation criteria of: Relevance, Effectiveness, Efficiency, Impact and Sustainability with the following focus and definition.

Relevance: the extent to which the objectives of the UNDAF are consistent with country needs, national priorities, the country's international and regional commitments, including on human rights and the recommendations of Human Rights mechanisms, sustainable development, environment and gender equality. The extent to which the UNCT has been able to adapt to changing circumstances in the region and country so that UN interventions and any results achieved will continue to be relevant.

Effectiveness: the extent to which the UNCT contributed to or is likely to contribute to the outcomes defined in the UNDAF. The evaluation will note how unintended results, if any, have affected regional and national development positively or negatively and to what extent these issues were foreseen and managed. The evaluation will identify lessons learned for future programming, particularly how the UN can best contribute to mainstreaming and localizing the 2030 Sustainable Development agenda.

Efficiency: How the UN in the Pacific's ways of working affected progress on results and the implementation of UNDAF programming strategies and UN programming principles. The extent to which outcomes are achieved through effective coordination and the appropriate level of resourcing and maintenance of minimum transaction costs (funds, expertise, time, administrative costs, etc). How the pillar system and the coordination structures contribute to 1) results and enhanced synergies among contributing programmes, including joint programming and joint programmes; and 2) effective implementation of UNDAF core strategies and UN programming principles. If joint resource mobilization has successfully filled resource gaps.

¹⁸ 18 responses received in total either through agreement to interview or written response to questionnaire, where more than 60 were initially circulated through various channels

Impact: the extent to which the UNDAF has targeted the poorest and marginalized people and has led to the reduction of inequalities. If changes in the national development indicators can be realistically associated with UNDAF implementation. The contribution the UNDAF has made to working with key strategic partners, reaching the poor, vulnerable and marginalized. If human rights and gender equality principles were applied and what observable impact is identified in the Pacific to date.

Sustainability: the extent to which capacity building interventions in the current UNDAF cycle are likely to contribute to the sustainability of programme results, after it has been completed. How complementarities, collaboration or synergies are fostered by UNDAF and contributed to greater sustainability of results. If the UNDAF responds to challenges of national capacity development and promotes ownership of programmes.

8. Findings

9.1 Relevance

53. The unique nature of the Pacific UNDAF requires that it demonstrates performance across shared outcomes and simultaneously to demonstrate performance at the individual country output level.

54. The UNDAF Action plan outcomes, and the output level country specific results matrices recognise national development plans and link more closely with national strategies. There is broadly alignment with regional priorities as defined in the Framework for Pacific Regionalism and the former Pacific Plan. In addition, the UN's outcomes and country level results frameworks resonate strongly with the SAMOA Pathway¹⁹ and represent genuine and durable partnerships, mostly at the country level. In some country contexts, particularly where national plans may be out of date, the UNDAF links to broad national priorities, national needs and sectoral plans. On this basis and as reinforced in national review events the UNDAF is reported as being relevant in relation to development priorities and strategies at the country level. The UNDAF however does not function as an accountability framework at the regional level. There is no means to assess relevance at the regional level other than through collective conclusions drawn from country level review activity.

55. To strengthen relevance in the future, consultations recommended that the UNDAF establish an agreed set of outcomes relevant to the UN's comparative advantage in the region, with country level planning and monitoring best facilitated at the output level and linked to joint programming and sectoral multi country programming of agencies. Such an approach would then present opportunities to align the UN contribution with national SDG planning and localisation where countries are increasingly developing single planning frameworks, within which the UN's support must be integrated, linked to national budgets, and localised SDG goals and targets.

56. Countries identify the UNDAF as linking programme priorities of the UN to their country context, using it as the basis for reviewing development results and in some countries as a means to coordinate the contributions of other development partners. In Vanuatu 2014, Tonga 2014, Fiji 2015, Cook Islands 2015, Nauru 2015, Kiribati 2014, Solomon Islands 2013 the UNDAF framework was used to lead country based development review exercises that linked directly to discussions regarding the country's individual strategic plan. Where sectoral plans exist there is evidence that UNDAF objectives align with those national sectoral plans, demonstrating relevance to the objectives and outcomes of the Government's strategic development plans. The UNDAF has been used to set priorities for renewable energy, climate change, the participation of women and good governance. The UNDAF has demonstrated relevance through its support of national policy in all outcome areas, the formation and the strengthening of national institutions, responded to MDG/SDG priorities, and has enacted national youth policy in thematic areas of leadership, good governance and human rights.

¹⁹ SIDS Accelerated Modalities of Action (SAMOA) Pathway – focussing on a group of countries that remain a special case for sustainable development in view of their unique and particular vulnerabilities – the sustainable development of small island developing States through genuine and durable partnerships.

57. Women's issues and gender equality are not often represented at the country level in the form of stand-alone national strategies, however the UNDAF approach to gender has proved relevant supporting a commitment to gender policy development mainstreaming gender, strengthening capacity for CEDAW reporting and rolling out strategies against a dedicated UNDAF outcome. Increasingly gender is treated as a cross cutting priority and as a precursor to further advancement of gender specific strategies within national frameworks. For example, in Kiribati there is no separate gender equality outcome within the national UNDAF results matrix a scenario not unique to just Kiribati. However, when human rights priorities are outlined, women, youth and priorities for human development are outlined, as is the number for women in leadership roles in national and municipal government. Other examples include the #End Violence campaign through sport addressing the gender dimension of Non Communicable Disease. Improvements around the mainstreaming of gender in programme delivery included embedding adequate gender targets within strengthened UNDAF results frameworks, addressing gender equality through increasing women's participation in vocational training workshops, targeting young women in programmes focused on gender equality and economic growth.

58. The UNDAF is considered to have particular relevance in the area of Disaster Risk Management and Mitigation, which has led to the coordination of development programmes and projects that link directly to disaster resilience and climate change. Alignment of UN priorities in this area across a number of UN agencies with comparative advantage has played a role in developing disaster resilience across the region, tested particularly during Tropical Cyclone (TC) Winston where the UN response assisted Pacific countries to engage in international dialogue as well as the provision of targeted expert advice on natural disaster resilience.

59. Overall, relevance has been demonstrated, primarily at the country output level, through irregular narrative reporting that documents agreed individual programme or project interventions that align with individual national or sectoral (in the case of multi country programming) priorities. The five UNDAF outcomes are considered to be relevant in that they resonate strongly with the demands and needs of the PICTs and with their national development priorities, allow the UN to programme around its comparative advantage, and are seen as relevant moving into the next UNDAF planning cycle.

60. The evaluation findings support future UNDAF planning in the Pacific region that maintains a strategic joint framework that allows for coordination, dialogue and accountability for agreed UNDAF outcomes at the regional level and importantly requiring a level of coordination, dialogue and cooperative or joint planning/programming of the UN that would otherwise not be required with no binding framework. At the same time, engaging and partnering with national governments and stakeholders to strengthen integrated UN engagement at the country level through country specific, SDG informed, output focussed joint programming frameworks. Such a two tier strategic framework would require the strengthening of connection and dialogue between the UN and key regional organisations, strengthened partnership and coordination between UN agencies and with national stakeholders, and active use of the UNDAF as a means to monitor and verify the impact and results of the UN's programmatic and partnership activity on an annual basis through strengthened monitoring and evaluation.

9.2 Effectiveness

61. The UNDAF's effectiveness was reinforced through the reporting and dialogue that took place at the Third International Conference on Small Island Developing States in Apia, Samoa 2014. Country consultations confirmed that the UN's contribution to progress towards agreed UNDAF outcomes was most active where targeted strategies of the UN system address operations, programme management and coordination needs in addition to technical programme inputs. Effectiveness is therefore linked to strengthened coordination at the country level. Post the SIDS conference the UNDAF priority for gender, inclusive and economic growth, health and education, disaster risk reduction, governance and human rights has been reinforced through country review processes where they have taken place (9.3).

62. The five priority UNDAF outcomes are generally considered to be effective as a set of jointly agreed priorities for addressing national priorities, primarily through links between UNDAF country outputs and national sectoral strategies. However, levels of implementation and attainment need to be addressed as per the discussion under 'efficiency' (9.3). Consideration of country level effectiveness highlights

programme activity under the five outcome areas and future priorities that resonate with SDG, youth and human rights agendas. The following are highlights of consultation with UN country coordinators drawing on country level knowledge and the effectiveness of the UN's engagement at the country level with national governments, implementing partners and country stakeholders. The highlights here have been triangulated with country UNDAF review reports, country consultation reports and monthly JPO/RCO reporting.

The Cook Islands highlight progress in health and education, resilience and disaster risk management in the outer islands; joint work is taking place in establishing a south-south youth climate change action group and facilitating the joint outcome statement on youth climate change. There has been the launch of the women in politics parliamentary support program, with future priorities focused on a joint approach to climate change and enhanced collaboration in disaster risk management and disaster response.

For FSM effectiveness includes the targeted priorities related to NCDs however highlights the worsening or stagnation of health indicators. The end of the US compact and transition to engagement with a wider range of partners is a priority in future programming and partnership approaches. The aim will be to address stagnating or worsening health indicators, specifically NCDs, the defunding of and sharp decline of support for early childhood education and the disparities in infrastructure and human development indicators between states and islands in the new programming cycle.

For Fiji effectiveness was highlighted through the improvement of seven market sites for Markets for Change, the Agriculture Partnership Project and building resilience of the private sector. Proposed future priorities focus on governance, education and health through national development plans and ministry strategies.

In Kiribati best achievements include adolescent girl's initiative and the shared implementation plan for ending violence against women. Future priorities include ending violence against women; reduction of high fertility issues/population crowding and migration issues; youth education/vocational skills preparation and migration.

For Nauru achievements were highlighted in child protection baseline studies, first reports to CEDAW, CRC and RPD, establishment of a National Employment Policy, and increased women's political participation. Future priorities focused on technical support to national sustainable development strategy.

For Niue joint work focused on establishment of the south-south youth climate change action group and the joint statement on youth for climate change. Moving forward the focus will be on sustainability management of natural resources and renewable energy; enhanced transmission of indigenous knowledge and climate change education; collaboration on disaster risk management and disaster response, with a joint programme focused on depopulation and youth.

In Palau the SDG localization process is identified as an opportunity. Achievements were reached in developing the Family Protection Act and enhancing collaboration in Disaster Risk Management to strengthen response to disaster. Increased NCD prevention will remain a priority as will climate change adaptation and resilience building.

In RMI there was enhanced collaboration in Disaster Risk Management and response to disasters with future focus on climate change adaptation and resilience; human rights and gender specifically Gender Based Violence, seeking to overall address the overreliance on US government funds and systems.

For Samoa a strong partnership with SPREP led to achievements in climate change adaptation based on multi sector approach; increasing political participation of women in Samoa; a youth employment joint programme; Pacific UN thematic group on non-communicable disease facilitated health island vision adopted by health ministers. Priorities moving forward include combining forces with UN agencies to address violence against women; climate change, youth and gender. Contributions to the SDG agenda will include statistics for baseline, data collection and analysis.

In the Solomon Islands the joint programme on violence against women, integrating human rights obligations across ministries and advocacy around legislation such as the family protection act and child protection were achievements. Moving forward priorities will encompass youth; governance – legislation, gender, human rights, peace and security, transitional justice and law enforcement; disaster resilience; aid coordination; and joint determination of geographic priorities.

In Tokelau enhanced water security has been addressed, energy efficiency project has achieved results and a new good governance strategy has been developed. Priorities have been set to work increasingly with youth

and civil society; to establish a youth climate change action group; and for there to be collaboration around disaster risk management, preparedness and disaster response; and strengthening of the Tokelau public service.

In Tonga MDG 3 remains a priority; and country consultations led by government ensured alignment with the Tonga Strategic Development Programme. Energy biogas programmes that supported education and south south exchange were highlighted as achievements. Moving forward focus would be on supporting capacity and institutional strengthening and integration of the SDGs.

In Tuvalu women's participation in parliament was highlighted as a success as was establishment of early warning systems for all islands, reviews of youth policy, social development policy and Tuvalu constitution, development of Trade Policy Framework. Future priorities include addressing migration of population related to ongoing threats of climate change, marginalization of outer islands and preservation of culture.

For Vanuatu measurable positive impact on health indicators involving UN agencies and CROPs is noted as is the mainstreaming of maternal, newborn child and adolescent health; harmonization of work on governance. Future priorities will include the joint work around disaster risk reduction and resilience, climate change and disaster response.

63. The annual reporting of the UN Resident Coordinators highlights that where there are joined up efforts of the UN there is demonstrated effectiveness, particularly in relation to poverty reduction, and mainstreaming of the MDG and SDG agenda at the national and local level, mainstreaming human rights based approaches into national development processes as well as capacity to respond to disaster²⁰. This has been reinforced when comparing annual report information with country review reports and respondent inputs and considering the country by country contributions to the SIDS conference 2014. In that context joint programmes (discussed in greater detail in the 'efficiency' section of this report) under the UNDAF have been effective in highlighting to regional and global audiences the priorities set within the UNDAF as they relate to regional and individual SIDS development priorities. In some cases, this resonance between the programming priorities of the UN in the Pacific as represented by the UNDAF outcomes and the development priorities of the PICTs has mobilized resources, and new and innovative partnerships. The byproduct of this sectoral strategy emphasis is however evidenced in the evaluation responses that indicated that the UNDAF has less profile and recognition as an effective coordination framework compared to single or multi country agency sectoral programmes. The prominence of agency specific programme priorities and the individual efforts of agencies as opposed to a more joint approach of UN agencies being the norm.

64. Current programme activity in countries is seen to be primarily driven by single agency rather than joint priorities, even in the context of joint programmes and strengthened joint coordination structures. Commitment to integrated planning that is more geographically²¹ targeted, country level coordination and monitoring is needed if effectiveness is to be strengthened in the future. Stronger collaboration between agencies on country based common programming is needed, particularly in relation to unmet need and identifying and responding to gaps. Examples include in a Palau example where the UN had not responded to requests to engage in programming linked to gender equality related need, where government had available national resources but required technical support where the UN had comparative advantage. The negative implications of the UN's lack of response included national governments being forced to work with partners with lesser comparative advantage unable to meet their expressed demand, results achieved being of lesser quality with levels of longer term sustainability and capacity transfer reduced. It was highlighted that this trend of demand for technical specialist support from the UN rather than financial resources, may increase as there becomes a greater number of MICs with budgetary resources for development in the Pacific. The scenario requires joint consideration of need by UN agencies and the development of relevant joint strategies so as to be able to respond consistently to identified need that matches the UN's comparative advantage. Demand also requires that the UN reflect on their joint and individual comparative advantage so as not to duplicate nor overlap efforts of the UN or other development partners, in dialogue with national partners.

²⁰ UNRCs joint annual report to the UN Secretary General – 31 January 2016

²¹ geographic targeting requiring response to both the geographic, cultural and political issues of any one PICT.

65. A clear majority of respondents were looking for a more practical and partnership approach to engagement with and the mainstreaming of the SDGs in line with UN comparative advantage. Future UN planning therefore needing to focus less on the UN's lead of the global development goal dialogue, as was the case with the MDGs, and more on designing and implementing SDG responsive programming informed by country level localization, support for capacity in data management (including the disaggregation of data to inform gender equality analysis in particular) and monitoring of results. The lack of capacity at the country level in many of these areas requires resourcing, investment in and mainstreaming of capacity development. Creating uniformity of indicators, where applicable, to allow for the reporting of results on a regional as well as national scale was also seen as an important next step in quality results based management.

66. The UNDAFs mainstreaming of human rights and gender equality in addition to Outcome 2 dedicated to programmatic responses to gender has ensured UN support for public submissions to the Universal Periodic Reviews by FSM, Nauru, Palau, Solomon Islands, Samoa and Vanuatu and contributed to the CEDAW process. The commitment to human rights of the UN contributed to Nauru, for instance, submitting its first report on the Convention on the Rights of the Child (CRC) and Cook Islands FSM, RMI and Vanuatu meeting their reporting obligations. The effectiveness of the UN's priorities has also been backed by training on treaty body and gender sensitive reporting.

67. The UN's work on climate change as guided by the UNDAF and linked to a first Pacific Adaptation to Climate Change programme, is seen as directly attributable to the UN and related to the development of knowledge products and analysis leading to policy change for Nauru and Kiribati. The UN backed free and equal campaign for gay and lesbian communities in Nauru resulted directly in the decriminalisation of homosexuality. The UN's Parliamentary support in Fiji, assisting parliamentary committees including ratification of The Convention on the Rights of People with Disabilities was also highlighted as effective and although not yet ratified has led to debate and knowledge that will lead to ratification in the future.

Results of the Pacific Adaptation to Climate Change Programme include:

Over USD50M for environment and climate change programmes in the Pacific.
40 policies and regulations on climate change adaptation approved in 8 countries.
150 government institutions directly engaged in climate change
More secure access to water for more than 5,000 people
Climate resilient crops showing positive results in 3 countries
Improved capacities for construction and maintenance of solar power in 2 countries

68. Progress in programme implementation differs from country to country depending on national levels of capacity for programme management, UN capacity to support local management of programme approaches and efficiently manage HR and procurement processes, political will and available technical and financial resources. Outside of Fiji and Samoa decision making in relation to the UNDAF and UN joint programming was considered by the country level to be very centralised and removed from country level issues and priorities. Therefore, a geographically targeted approach to programming was not seen to engage country level actors. Those working at the country level having few channels through which to advise decision makers on country situations or ensure the tailoring of programme development and implementation. UN Country Coordination Officers and UN teams based in the current nine Joint Presence Offices in individual SIDS play a key role in bridging the relationship between the UN, Governments and other implementing partners and can continue to play an ongoing role in establishing and maintaining relationships with national partners to influence the quality of UNDAF programme design, development and implementation, if adequate resources are provided and lines of reporting and dialogue are established.

69. Whilst the current UNDAF references the MDGs, country level respondents in particular emphasized that there would be increased opportunities for the mainstreaming of SDG approaches in the future, which would be identified in upcoming country based visioning consultations. For example, country based respondents indicated that governments are now more prepared for the SDGs than they were the MDGs and as a consequence are taking a stronger lead in their localization and subsequent national planning, which future UN programming needs to be informed by and respond to. The lesson learned from many countries in the Pacific in relation to the MDGs was that country responses started too late. In contrast, SDG focused programming across the region has already commenced with SDG coordination groups and taskforces in place in many countries. Palau for instance has already implemented a bill to mandate interagency coordination of the SDGs.

70. Challenges in maintaining the effectiveness of the UNDAF include the slow movement of the UN in programme development, compounded by donor priorities changing in the time it takes for the UN to develop joint programmes under the regional framework. Government counterparts called for closer engagement with government and ministries in the implementation of UN supported programmes, allowing for greater collaboration in program development, management and monitoring. Involved government agencies are seeking to learn from the experience and apply the skills learned to their own government programmes. Most UN funded programmes were reported to currently be primarily controlled and monitored by UN Agencies with little input from government counterparts. The opportunity therefore existing for greater government and stakeholder engagement in future UNDAF cycles supported by the necessary capacity development strategies. Engagement in the tailoring of programmes to country need is a priority.

71. The ongoing effectiveness of the UNDAF as a broader Pacific strategy is contingent upon a stronger communication strategy, which would promote the UN's comparative advantage and connect the UN's Strategic Framework with both regional structures and country level development priorities. Overall, there is an opportunity to develop the UNDAF with a strong regional and country level profile linked to SDG informed country matrices, within which the UN can collectively advocate human rights and development harmonisation priorities, particularly pertaining to the other cross cutting issue of youth, in response to region wide as well as country specific need. Advocacy was considered a priority, both as a means to raise awareness with government of the UN's integrated approach and comparative advantage and to ensure non-resident agencies opt in to agreed principles of coordination and align their work with pre-existing priorities around defined outcomes and outputs. Overall for greater effectiveness it was considered the UNDAF needed to be used and promoted as an accountability and coordination tool and a framework for establishing and building partnerships.

9.3 Efficiency

72. There is no overarching annual joint monitoring of the UNDAF at the UNCT or regional outcome level as a means to measure efficiency by way of established indicators, baselines and targets on an ongoing basis. Country level monitoring activity is the main source of information regarding annual progress. Country level monitoring does not however take place on an annual or regular basis, nor report against the UNDAF country results matrix but in narrative form and on an infrequent basis does provide some information on achievements, issues and challenges for consideration and priorities for the coming year. To augment this information for the sake of the evaluation UNDAF budget utilization reports were requested and have provided a useful summary per outcome and per country. Further questions around the reasons for the low utilization rates led to explanations which have further informed the evaluation.

73. Analysis of country results matrices identified that a large proportion of baselines and targets were missing and were not adjusted or strengthened at any midpoint of the UNDAF. Annual reporting against defined indicators as mentioned does not occur and there is an absence of relevant viable data and limited M&E capacity overall. The lack of monitoring has made it impossible to track progress of the UNDAF against the established targets.

74. Country specific review reports are primarily narrative, based on evidence provided by individual UN agencies, and only prepared when country based joint review events are scheduled at the national government's request. Review reports and the review events overall however do present UNDAF outcomes as aligned with country level strategic development priorities, indicating annual achievements, highlighting constraints and listing the priorities for the coming year. Not all countries have convened an UNDAF monitoring review but since 2013 they have been conducted in Vanuatu (September 2014), Tonga (October 2014), Kiribati (May 2014), Fiji (March 2015), Solomon Islands (2013), Cook Islands (February 2015) and Nauru (March 2015) engaging the UN Resident Coordinators and UN agency representatives. On all occasions the relevant governments recognized the value of the review event, seeing it as a means to raise the profile of government national strategies and gaining benefit from the UN's convening power to bring together and consult with all involved line ministries and departments. Lessons learned from the review meetings focus on programmatic needs and relevance however the lessons learned from the review process itself focus on ensuring reporting expectations (size and complexity) match available country level capacity, structuring UN results against national priorities being the most valuable. Review meetings present invaluable opportunities to strengthen relationships

with national governments and address priorities for harmonization and coordination of UN programme activity at the country level (government engages with all UN agencies on one occasion around a coordinated agenda). A reduced reporting burden through simplified reporting guidance, increased harmonization between individual UN agencies and ongoing alignment with national development planning and monitoring cycles being seen as the key to countries being in a position to host UNDAF review events more frequently.

75. There is an underlying need, based on lessons learned, to ensure the evaluability of any future UNDAF and the establishment of results frameworks with indicators, baselines and targets that can be monitored using available and verifiable data. As is the need to ensure monitoring takes place on an annual basis in line with current UN guidance prioritizing the monitoring of impact on an annual basis, informing but delinked from the decisions around the timing of country level nationally lead review events. This will ensure any decisions related to the timing or delay of country level review does not affect the annual cycle of monitoring of UNDAF performance and the annual tracking of trends against individual indicators.

76. As of 2 August 2016 a total average UNDAF disbursement rate of 50 percent was reported by UN agencies with the UNDAF budget totaling USD282,261,064²² and total funds utilized reaching USD141,194,623 leaving a further 50 percent to be utilized in the remaining year and a half of the UNDAF cycle. The below table represents data collected from and verified by UN agencies and supplied to the Office of the UN Resident Coordinator based at the regional hub in Fiji.

	Outcome Group 1		Outcome Group 2		Outcome Group 3		Outcome Group 4		Outcome Group 5		Grand Total		Delivery Rate(%)
	Total Budget	Total Utilised	Total Budget	Total Utilised	Total Budget	Total Utilised	Total Budget	Total Utilised	Total Budget	Total Utilised	Total Budget	Total Utilised	
CKI	10600952	2941169.47			16,000	16,000	402602	408776	15,000	15,000	11,034,554	3,380,945	30.64
FSM	22,386,937	13,318,557	17,968	17,968	414,000	226,095	698,163	284,861	22,000	13,000	23,539,068	13,860,481	58.88
Fiji	7,959,565	2645158	1301387	102198	1,364,356	1067881.00	3344696	2849195.97	1497372	1351507	15,467,376	8,015,940	51.82
Kiribati	5,397,710	513,500	807182	588305	6,027,666	1,016,225.77	3,996,373	2,906,480	84,716	36,900.00	16,313,647	5,061,411	31.03
RMI	8,781,050	7,715,584	1,168,500	319,849	626,770	177,139	1,010,119	781,028	49,000.00	50,807	11,635,439	9,044,407	77.73
Nauru	121,270	112,270	156564	156564	306173	132998	323670	218844	55600	33600	963,277	654,276	67.92
Niue					355	355	0	5929			355	6,284	1770.14
Palau	641,885	296,551	44,200	40,634	248,000	206,000	699,117	277,968	44,200	40,634	1,677,402	861,787	51.38
Samoa	\$40,705,459	\$11,757,449	\$909,228	\$368,767.13	\$5,263,824	\$3,459,957	1,358,856	409,405.52	1,244,000	1,106,304	49,481,367	17,101,883	34.56
SOI	21,934,692	8,460,132	1,666,853	1,587,411	11,109,139	8,851,751	20,776,974	10,538,167	14,344,295	8,705,935	69,831,953	38,143,396	54.62
Tokelau	1,493,466	214,844							93,660	62,297	1,587,126	277,141	17.46
Tonga	5593589	2235420	417679	282069	4532858	4885011	741426.57	623521.68	2576038	2092523	13,861,591	10,118,545	73.00
Tuvalu	1966031	224200	64,720	56,720	1372070	292324	3,836,758	2,360,478	28,000	28,000	7,267,579	2,961,722	40.75
Vanuatu	27,119,890	12,480,543	2,975,667	2,327,029	2,466,249	1,863,261	23,587,130	12,741,550	3,451,394	2,294,022	59,600,330	31,706,405	53.20
Grand Total	154702496	62915377	9529948	5847514	33747460	22194998	60775885	34406204	23505275	15830529	282,261,064	141,194,623	50.02
Delivery Rate(%)	40.67		61.36		65.77		56.61		67		50		

Table 4: Total reported disbursement as at 2 August 2016 – by country and by UNDAF outcome group.

77. Actual individual country funds utilization rates range from 17 percent in Tokelau across two outcome areas to 77 percent in RMI across all outcome areas, with Outcome 1- Environmental Management, Climate Change and Disaster Risk Management; and Outcome 4 – Basic Services reflecting the slowest rates of programme expenditure across all countries. Niue fully utilizing unbudgeted funds.

²² initial planned UNDAF budget at time of UNDAF signing was USD228,114,86

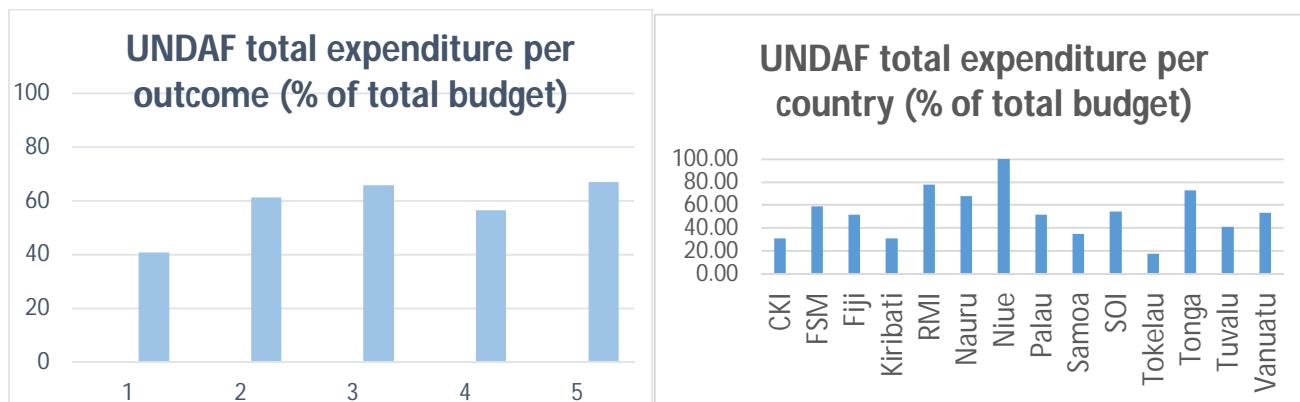


Figure 3: UNDAF total expenditure (%) per outcome and per country

78. Reasons for the low delivery rates highlighted in the above tables and figures have been summarised by agencies as relating to:

- the late commencement of programmes, some only at inception stage in 2016, then effecting the slow mobilization or release of funds, or delayed initiation;
- projects/programmes suffering from frequent changes in programme management was also raised as having a significant impact on efficiencies in recruitment and procurement;
- low utilization of funds once programmes do commence; unrealistic budgeting and activity planning;
- insufficient project management oversight in country including no or limited physical verification of progress;
- lack of coordination and reporting from respective lead agencies; and changes and or loss of momentum in partner government ministries and agencies.

79. All of these issues effecting efficiencies in UNDAF delivery, reflect the need for and the importance of efficient administrative and coordination systems associated with programme delivery, and the need for strong programme management to guide and monitor programme implementation ongoing. These lessons learned also reflect the unique challenges faced in implementing programmes in Pacific SIDS located across a large geographic area, where quality technical human resources that also have the right balance of contextual knowledge and/or experience are often limited. Administrative processes were reported as consistently delayed due to the demands of multiple countries and the slow centralized administrative systems in Fiji and Samoa. This calls for systems strengthening, quality standards of efficiency to be established and met, continued harmonization and quality enhancement of common business operations, and adequate resourcing and systematizing of the administrative hubs so as to meet quality standards of responsiveness.

80. There are currently 23 joint programmes with a total value of USD49,744,039.93 (see Annex 8), constituting 17 percent of the total UNDAF budget, with both multi country and country specific focus. 13 joint programmes have a single country focus with Vanuatu; Kiribati; Solomon Islands; Fiji; and Samoa benefiting. The remaining nine multi country joint programmes target Cook Islands; Fiji; (PNG²³); Samoa; Solomon Islands; Tonga; Tuvalu; and Vanuatu. The partnerships of UN agencies involved in this current suit of joint programmes ranges from a partnership of two to a partnership of eight in the case of the UN Joint Gender Programme. There are no joint programmes recorded as being implemented in the North Pacific countries of FSM, RMI or Palau. The joint programmes are not presented against UNDAF outcomes but analysis indicates that five come under Outcome 1; five under Outcome 2; three under Outcome 3 and three under Outcome 4. Two joint programmes address the MDGs in single countries and therefore could be under Outcome 3, with three further joint programmes individually addressing peacebuilding; human rights, and media and development.

Sources of funding for the joint programmes include multilateral donors such as the World Bank and European Union; bilateral partners primarily Australia and New Zealand; and vertical funds including the UN Human Trust Fund, ADAPT Asia Pacific, Pacific Media Assist Scheme, Global Environment Fund; as well as funds from UN agencies and PIFs.

²³ PNG having a separate UNDAF but drawing on the technical services of the UN based in the Pacific region.

81. UN RC annual reports highlight that joint programmes bring resources to development issues that are a priority in the Pacific, the joint approach allowing UN agencies to work together to advocate priorities across multiple PICS. There is evidence that joint programmes have mobilised joint UN agency efforts and resources against the priorities established in the UNDAF and in national development frameworks. The priorities for climate change; non communicable diseases, youth and gender being excellent examples.

82. Programme design, development and implementation arrangements of joint programmes vary with good practice examples including the Pacific regional health programme as a good practice example of innovative multi country and joint programming. The work undertaken to maintain focus on vulnerable communities through integrated implementation of sustainable environmental management, climate change adaptation/mitigation and disaster risk management another example. Post TC Evans in 2012 community driven employment was initiated in four districts; and assessment lead to support for affected communities such as agriculture skills development. Expenditure rates in these outcome areas are low however the focus on climate change and disaster risk reduction is considered appropriate and in line with UN comparative advantage and the very specific demands of the Pacific region.

83. Joint programme priorities are considered accurate in relation to regional and national priorities however effort to engage countries in the development and tailoring of programmes requires more coordinated approaches on the part of individual agencies and in joint programming mechanism. Where joint programmes involve a number of countries a lack of consultation in programme design was raised as an issue effecting quality and timeliness of delivery and the efficiency of the UN's work in that area overall. Countries requested that UN agencies put adequate resources and time into joint programme planning and management, given the size and complexity of the region and differing levels of in country capacity. This was seen as necessary to ensure joint programmes or multi country programmes of single agencies develop rather than diminish national ownership and are tailored to country level need and capacity. Concern was raised regarding joint programmes that do not allocate adequate programme management resources and reflect uncoordinated project activity rather than integrated programming approaches. In addition, some joint programmes were seen to involve too many agencies, spreading available resources too thinly, reducing efficiencies and causing undue pressure on recipient countries required to manage of multiple partner missions and multiple reporting obligations overburdening already limited capacity.

84. Lessons learned indicate that a lack of resources for joint programme management and a lack of focus on supporting administration and procurement services, is the leading cause of slow or no implementation in joint programmes and requires investment in the future.

85. With regard to the low disbursement rates for Outcome 1, strengthening in this area was considered of particular importance where access to vertical and bilateral funds for climate change and disaster risk management has been successful in the past and may well increase given the needs of the region. Country level capacity, established administrative systems and levels of management are needed to ensure longer term efficiency and sustainability.

86. The UN in the Pacific can demonstrate some success in creating networks between government, the private sector and government agencies. A coordinated approach to partnership development or innovative partnership approaches does not exist however, with such approaches being sectoral programme or individual agency driven. As a next step there is the opportunity for the UNCT to develop a strategic framework that establishes strong partnership principles that would guide the brokering and coordination of relationships between partners, including in relation to responses to natural disaster, on the basis of comparative advantage. Government in particular called on the UN's comparative advantage as the neutral broker of partnerships to create networks that would coordinate the inputs of civil society and non-government organisations in joint programming processes as a means to increase focus on the needs of vulnerable communities.

87. Coordination of the 2013-2017 UNDAF has been bolstered by the network of currently nine Joint Presence Offices originally established in 2008 and supported financially by UNDP, UNICEF, UNFPA and UN Women, with coordination support from the Office of the UN Resident Coordinator based in Fiji. Access to coordination services, JPO premises and video conferencing technology is available on

a fee for service basis to any other agency. A 2015 study of the JPO network reinforced its value and importance as a region wide coordination mechanism and most importantly its value in strengthening support for implementation of programmes within the UNDAF, the establishment of partnerships and the negotiation, advocacy and advisory to national governments. MOU defining the role of the JPO as well as TOR for all national UN Coordination staff are in place and generally seek to enhance the coordination system supporting the UNDAF. Discipline is required however by all agencies engaging in any one country in the Pacific to share information, to rationalise reporting obligations, to seek advice regarding country context and government/national partner negotiation and to advise the timing and nature of in country missions, to strengthen the UN's overall coordination, reduce the current adhoc and uncoordinated nature of the in country engagement of the UN, and ensure the overall accurate prioritisation of the UN's work at the country level and across the region.

88. Evidence shows that the UN's partnership with government is enhanced through in country coordination support and increasingly facilitates government in-kind support or cost sharing of UN country level operations. Examples²⁴ include:

Cook Island and Niue – government soon to expand the Pacific coordination network and host UN coordination officers in government offices.

Federated States of Micronesia (FSM) – JPO space provided by the Ministry of Health

Nauru – Joint Presence Office provided by the Government of Nauru through the Ministry of Foreign Affairs

Republic of Marshall Islands (RMI) – JPO space provided by Ministry of Internal Affairs

Tonga – MOU established with the Ministry of Finance and National Planning for new dedicated UN Office

Vanuatu – commitment to provide UN House building²⁵

Palau, Tuvalu – discussions on provision of JPO space provided by government

Fiji, Samoa – negotiations with governments to identify host space for UN premises.

89. Challenges present in the JPO network in relation to UNDAF are consistent with those raised in the 2015 JPO study. One prominent challenge reflecting the disconnect between UN Coordination Officer agency specific duties and UNDAF related joint coordination priorities. Host agencies continue to prioritise agency related responsibilities in UN Country Coordination officer annual performance review processes. And UNDAF specific reporting is not accommodated within the standard monthly reporting proforma of JPOs. The full extent of results achieved as a result of country level coordination therefore potentially not being recognised through annual performance appraisal and any issues or challenges arising in relation to country level coordination not being discussed or addressed on an annual basis. The evaluation therefore highlighted the ongoing critical role played by JPOs and UN Country Coordination Officers at the country level and the need for JPO management practices to be further revised to duly recognise and give prominence to coordination priorities directly linked to the quality of and joint accountability for UNDAF implementation. Greater commitment to coordination between agencies using JPOs to increase coordination of agency activity at the country level was seen as critical to any strengthened strategic approaches of the UN in the region, and the ability of the UN system to respond to country level demand in a timely and harmonised way.

90. Links between the JPOs and the RCO are considered good with information sharing and reporting taking place on a regular basis. A lack of joint oversight of the JPO network and lines of communication focussed on UNDAF implementation were considered weak and also lost opportunities restricting country level advice being regularly fed through to the PMEG and the UNCT, in support of discussion around UNDAF implementation bottlenecks and opportunities.

91. Coordination across the Pacific is recognised as challenging given the size of the region, geographic location of individual SIDS, issues of connectivity, and the high cost and time commitment of travel. Coordination requires resources, and increased efficiency in coordination requires an injection of human resources so as to bolster the capacity within the Offices of the UN Resident Coordinators, and expand

²⁴ Discussion paper on UN proposed way forward for the next UN Development Assistance Framework (UNDAF 2018 - 2022) January 2016

²⁵ delayed post Tropic Cyclone Pam

and strengthen the Joint Presence Office (JPO) network across the region. Innovative systems that increase information sharing and networking between country teams and the regional hubs were considered a priority and would benefit from the recent establishment of blue jeans teleconferencing technologies in JPOs financed by the UNDAF Innovation funds of UNDG. Continued application of these and other technologies to find ways to overcome the challenges of distance and geographic spread will need to be factored in to future coordination practices and communication and advocacy strategies.

92. Given the scope and complexity of the coordination structures and systems of the UN and the expectation to manage multiple and complex relationships at the country level within the Pacific, the current capacity base of the Offices of the UN Resident Coordinator and the Joint Presence Office network was considered minimal, inconsistent with coordination resources in comparable country or regional settings and in need of considerable strengthening, particularly in the areas of communication and advocacy and M&E.

Pacific SIDS *CDM	Joint Presence Status	Current JPO Lead agency	Coordination and leadership	UNCT	Inter-agency coordination mechanisms	
Fiji	UN Hub	-	Resident Coordinator and Office of the UN Resident Coordinator – based in Fiji	Pacific UN Country Team (comprising all Fiji and Samoa based agencies)	Security Management Team (SMT) - Minimum Operating Security Standards - Minimum Operating Residential Security Standards Pacific Humanitarian Team (HCT) - Cluster system - Humanitarian response plans Operations Management Team (OMT) - Business Operations Strategy Communication and Partnership Group (CPG) - Communication and Partnership Strategy and Work plan 2013-17 UNDAF Steering Committee - UNDAF Planning Monitoring and Evaluation Group (PMEG) - UNDAF Results Matrices UN Theme Group on Youth Joint UN Team on HIV/AIDS (JUNTA) - UN HIV/AIDS joint work plan - Joint UN Cares committee	
Federated States of Micronesia*	JPO	UNFPA				
Kiribati*	FO/JPO	UNICEF				
Republic of Marshall Islands*	JPO	UNPFA				
Nauru*	JPO	UNWOM EN				
Republic of Palau*	JPO	UNDP				
Solomon Islands*	SRO/JPO	UNDP				
Tonga*	JPO	UNDP				
Tuvalu*	JPO	UNDP				
Vanuatu*	FO/JPO	UNICEF				
Samoa	UN Hub	-				Resident Coordinator and Office of the UN Resident Coordinator – based in Samoa
Cook Islands	-	-				
Niue	-	-				
Tokelau	-	-				

Ref: UNCT Pacific Joint Presence Office in the Pacific Study January 2015.

Table 5. Pacific UN Coordination Structure

93. It was foreseen that there would be establishment of a UN/inter-governmental regional ‘UNDAF Steering Committee’ when the UNDAF was draft, however in the absence of a formal joint endorsement of the UNDAF by the Pacific Leaders, this mechanism is in place on paper but not functioning in real terms, diminishing the regional dimension of the UNDAF, and any connections, partnerships or accountability at that level. The current highest level of UNDAF governance and accountability therefore is the UNCT. A Programme Monitoring and Evaluation Group (PMEG) has responsibility for M&E of the UNDAF supported by an M&E officer based in the Suva Office of the UN Resident Coordinator, reporting to the UNCT. The PMEG’s work is meant to support the interagency oversight of annual UNDAF implementation monitoring and evaluation informed by the technical coordination work of UNDAF outcome working groups.

Current coordination structures supporting the UN system in the Pacific

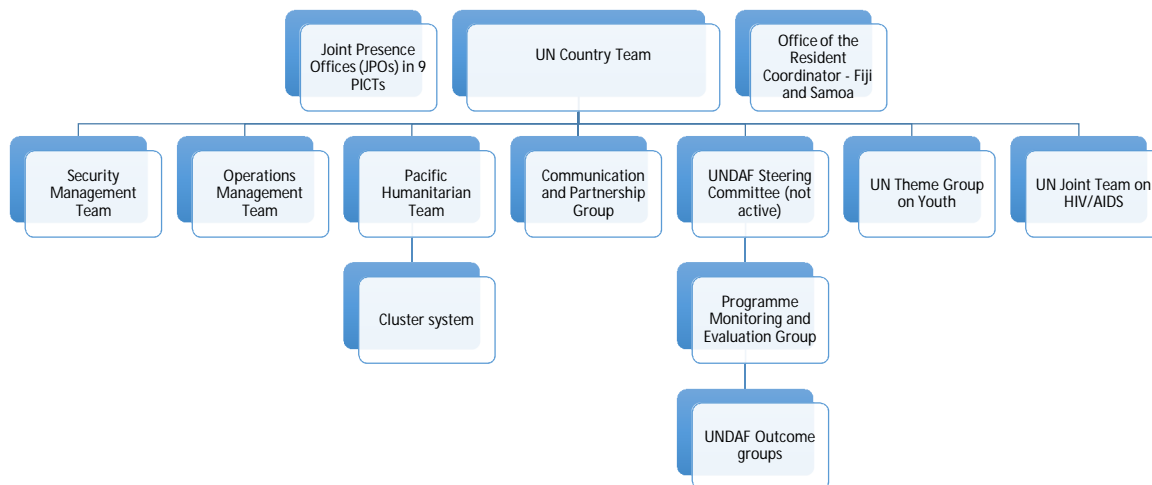


Figure 4: Organogram of current coordination structures for the UN in the Pacific

94. Within the coordination structure a number of issues have been identified. Outcome groups do not function except where a dedicated coordinator (UN agency staff member) is assigned, for example, with the Gender Outcome Group where coordination support is provided by UN Women. A Youth Theme Group coordinated by UNFPA advises on the cross cutting issue of youth; and the Joint UN Team on HIV/AIDS coordinated by UNAIDS coordinates the UN contribution to the national HIV/AIDS response. There is a disconnect between the Outcome Groups and the PMEG and between the PMEG and the UNCT.

95. Review of the current governance and accountability structures of UNDAF conclude that strengthening is needed, taking lessons learned from the current UNDAF period. Future strengthening needs to ensure accountability at all levels, including the outlining of roles and responsibilities of staff participating in joint coordination mechanisms and recognition of roles and responsibilities in individual staff TOR and staff annual appraisals. The role of the JPO network to be outlined clearly in the next UNDAF within any revised coordination structure and responsibilities in relation to annual reporting and the monitoring cycles of UNDAF at all levels of accountability to be clarified. The UNCT's responsibility for oversight of the UNDAF needs to be strengthened. A PSG needs to be established and functioning to ensure accountability at the outcome level by the UN, regional and national counterparts.

96. It is recognised that some national governments will increasingly be in a position to fund their development priorities, and at the same time the future outlook for resource mobilisation in the Pacific will become more challenging. This is due to an overall drop in available global development resources and the movement of a number of countries, despite the ongoing development challenges in the Pacific, to Middle Income Country status. A graduation in status that will reduce country eligibility to access traditional bilateral and multilateral sources of financial support over time, but may not diminish the lagging development priorities that exist in some country contexts. In addition to these challenges is the trend of agencies prioritising individual resource mobilisation over joint resource mobilisation opportunities so as to remain more competitive in a shrinking resource environment. This trend is having an effect on joint programming approaches. Finally, the challenge of programming in the Pacific takes time and requires response to the dual needs of:

- 1) specific dialogue with donors to reach agreement on timeframes for planning and negotiating joint funding opportunities;
- 2) the UNs increased efficiencies to reduce timeframes for planning to the extent possible.

Countries are therefore calling for the UNCT to develop joint resource mobilisation strategies to support adherence to integrated approaches to resource mobilisation and increasingly efficient processes of new programme delivery. In doing so mitigating the negative impact of individual approaches to resource mobilisation and programme development on SIDS, seeking to ensure efficiency gains from maintaining joint approaches.

97. The opportunity to explore the structuring of 'One UN Funds' in countries where a country action plan or 'one plan' is in place, where conditions allowed, was raised as an opportunity and a means to prioritise joint programming, releasing the burden on small island state governments and creating

opportunities for more joint, strategic and harmonised approaches to partner management and funds mobilisation. Countries raised concerns regarding the burden on SIDS when multiple projects/programmes are rolled out by a number of agencies, all with individual monitoring and reporting requirements. The Kiribati experience as a One UN Fund however, provides important lessons learned where by the funds disbursed from the 'Expanded Window' against the Kiribati One UN Fund with deposits totalling USD1,285,000 and expenditure totalling USD1,172,515²⁶ reflecting a recorded 96.6 percent delivery rate, but those programme funds have not been disbursed against a One Plan for Kiribati and no monitored jointly against an agreed or monitorable joint programme framework.

98. Concerns were raised that UN agencies increasingly demonstrate little interest in coordinating programme implementation at the country level with bilateral modalities again taking priority. Agencies were seen to relate more to individual priorities than they do to the joint programming framework of UNDAF. As reported JPO staff are often required to put host agency specific needs ahead of joint coordination priorities. The UNDAF therefore in this context not functioning as a framework to increase lines of communication or knowledge flow between programme teams nor to facilitate joint planning, outcome or output level monitoring.

99. Specific examples were cited around climate change, where agencies engaged in bilateral negotiations for funding to similar projects, in an uncoordinated manner. Donors often promoting joint programming principles but through their actions simultaneously on occasion opting to fund agencies separately rather than jointly, the UNDAF currently not positioned strongly enough and not used as an accountability tool to challenge such practices. The slow development and scoping of joint programmes often causing donors to seek quicker programming solutions to meet their own disbursement targets. Other examples include the emergency responses to Tropical Cyclone Pam in Vanuatu in 2015 and Tropical Cyclone Winston in Fiji in 2016 where efforts to ensure joint responses were not successful and donor opted to fund agencies separately.

100. Collaboration between the UN and regional bodies has occurred and involvement in regional sectoral work plans takes place for example, in health. The UNDAF Steering Group (USG) as mentioned is inactive and there is therefore no forum established to convene and ensure UNDAF monitoring focussed dialogue between regional bodies, the UN and national government representatives. Ongoing dialogue and collaboration in that context is inconsistent and external to UNDAF, which has reduced opportunities for information exchange that might build common understandings between partners, instead creating perceptions of competition between the UN and regional bodies and exacerbating misunderstandings between partners, reducing opportunities for strengthened collaboration and partnership. Future priorities therefore include strengthened communication between CROPS and PIFS on the basis of information sharing and comparative advantage, and as a means to jointly respond to regional development priorities, reducing duplication and supporting consistent response to the SDGs as well as the best use of complementary resources.

101. The UN acknowledges that the regional organisations have taken leadership in relation to the SDG agenda in the Pacific, which reinforces the importance of the UN forging effective working relationships with the lead regional organisations so as to complement the Pacific SDG localisation agenda, to expand dialogue and to ensure the effective and complementary positioning of the UN system's resources and expertise. Examples of existing collaboration in the areas of: Climate Change and Disaster Risk Management; Data collection/analysis; and Human Rights, Gender and Governance²⁷ to be built upon. The value of continued work, by the CROPS-UN working group to map CROPS and UN comparative advantage against regional priorities was recognised as a practical starting point for ongoing dialogue and collaboration prior to engaging PIFS and CROPS and national government representatives in the dialogue associated with establishment of the next UN strategy framework for the Pacific.

102. Review of past UN communication and advocacy indicated that there had been a lack of leadership and capacity for joint UN communication and advocacy in the past. An inter-agency Pacific UN

²⁶Multi Partner Trust Fund Office Gateway mpdf.undp.org on line reporting as of 27 September 2016

²⁷ Council of Regional Organisations in the Pacific Thirty Ninth Meeting, 22 April 2016, CROP's Relationship with the United Nations, Osnat Lubrani, UNRC

Communications Group is positioned within the UN coordination structure and in 2015 strategies to strengthen inter agency and joint UN communications were presented to the UNCT for consideration. Subsequently a Pacific UN Communication and Advocacy Strategy was drafted. In the context of the evaluation it was recognised that communication and advocacy has in the past been agency focussed without a commitment to or assigned capacity for a joint UN approach to agreed UN communication and advocacy priorities. A contributing factor to the limited profile of the UNDAF generally was attributed to limited joint communication and advocacy and limited or no resources made available for joint UN communication and advocacy at the regional or national level. The evaluation has therefore highlighted priority for joint UN communication and advocacy, and resourcing as a perceived gap with the need to position and advocate the role of UN, its comparative advantage and programme outcomes in the future through planned joint UN communication and advocacy strategies, as well as allocate joint UN resources for communication and advocacy. The linkages between the UN's programming priorities, national priorities, the international normative agenda and the SDGs being a priority.

9.4 Impact

103. Impact is recognised as being difficult to measure and to attribute to UN outcomes and programme results. Directly determining impact is further hampered in the Pacific context where the weaknesses in the UNDAF Results Framework make it difficult to measure results or the attainment of targets in relation to established indicators and national development priorities. The UN in the Pacific was recognised however for the platforms established to assist the poor and vulnerable where impact could be demonstrated. Notably through development of the Poverty Report 2014 by UNDP and UNESCAP highlighting the causes of poverty in the Pacific. The Fijian example of agricultural development that assists the eradication of hunger, in food and malnutrition as well as the elimination of poverty by driving social and economic progress and the sustainable development of resources, was highlighted as an example of direct impact as a result of the work of the UN. The long term impact of UN assistance in formulation of specific Policy Agenda was also highlighted as an example.

104. Impact can be attributed directly to the work of the UN in the area of youth, health and specifically non communicable diseases. In gender equality, impact is documented as a result of programme priorities linked to changed mindset related to women's role in decision making. The Increased Political Participation of Women in Samoa, or IPPWS, has increased the public participation of women where there are now five women in parliament, more than three times the number of candidates compared to the past in Vanuatu, as a further example, reserved seats for women leaders now exist in municipal government. The UN has been called on to lead strategies to address gender based violence and impact can be directly attributed to the UN's work. In Niue and Cook Islands MDGs related to reduction of gender based violence have been reached, directly linked to UN support, making them the only countries in the Pacific to have done so.

105. Areas for improvement, commensurate with available resources mobilised through flash appeals and CERF, focussed particularly on disaster response where the ability of the UN in the Pacific to mobilise emergency response funds is high and the positive impact of those responses could be increased with greater joint programming around contingency planning, allowing roles and responsibilities to be mapped out in advance enabling more swift and coordinated response at the time of a natural or humanitarian disaster. The ability to measure and identify impact in the future links directly to the priorities to strengthen M&E structures and systems and build the necessary capacity.

9.5 Sustainability

106. The specific challenges of implementing programmes in a sustainable manner requires consideration in the Pacific SIDS environment. Sustainability is considered to be attributable to three main factors: 1) addressing the weaknesses in current programme development and implementation; 2) forging partnerships with key implementing partners, regional actors and donors to ensure the UN's comparative advantage is best positioned to both advocate development priorities and implement targeted programmes ; and 3) develop clear strategies regarding capacity development including both mainstreaming capacity development in all programmes and targeting responsible individuals and entities with capacity development support. This evaluation has linked low rates of implementation in

the Pacific to issues of capacity, operational efficiency and programme management, all key issues relevant to sustainability.

107. Levels of vulnerability across the region due to economic and natural shocks, and climate change effect sustainability and need to be acknowledged as ongoing risks and warrant priority programming in the future UNDAF. The vulnerability of the Pacific requires unique considerations in planning with regard to the impact on development indicators, a combination of MIC status, assumed levels of capacity in relation to that status and the contrasting reality for PICs, the unfinished development agenda, limited human resources, and the refugee burden in some instances.

108. The technical and advisory assistance of the UN has contributed to building the capacity of government officers. Support to government staff positioned to address disaster management and disaster resilience through UN technical and advisory assistance has played a key role in long term retention of staff with applicable expertise.

109. Parliamentary support programmes, by example those established in Fiji, are a good example of programming practices that have led to sustainability or contributed to more sustainable outcomes. With a focus on human resource and institutional capacity development both confidence in institutional as well as personal roles and quality of work has been achieved as has the consistent and strengthened oversight role of parliament in this example. Mainstreaming awareness of the SDGs and expansion to a regional parliamentary programme are seen as an opportunity to further contribute to sustainability.

110. In the area of Human Rights, the UN programme priorities have increased national capacity to monitor and report on progress against international obligations evidenced by the ability of some countries to meet their human rights reporting obligations including CEDAW, and the Convention on the Rights of the Child. On the basis of the UN's global comparative advantage in this area the UN in the Pacific has the opportunity to build greater sustainability in relation to the skills needed to monitor and report against all international human rights instruments and the agreed localised targets of the SDGs. There is also the opportunity to build partnerships with regional and national bodies to support their lead of the SDG agenda in the region and support a rights based approach to that work.

111. Establishment of a national human rights institution and the role of the Office of the Ombudsman in Samoa is another example of UN support leading to sustainability in Human Rights based approaches to national governance. A combination of institution building, capacity development, data tracking of duty bearers and strong communications strategies have contributed to a sustainable model that can be replicated elsewhere. A Civil Society Support Programme (CSSP) that works through civil society is considered to have established levels of sustainability where by all advisory and skill development takes place through a small business enterprise community platform, connecting people to relevant umbrella organisations (NGOs).

112. There is demand and interest from the country level for the UNCT to explore the positioning of technical resources in the North Pacific to address sustainability in that sub region and the current disproportionate allocation of technical and financial resources across the Pacific. Location of technical expertise in the North Pacific sub region is seen as a means to mitigate the prohibitive costs of travel to the region and to address the capacity development needs that exist. Misunderstandings regarding the assistance provided by the United States are thought to affect decisions regarding greater resource allocations from the UN and require further review at the UNCT level. The development of North Pacific strategies that support more equitable allocation of resources that respond to differing levels of capacity, tailored programme management and technical advisory needs contributing to greater sustainability in the future could form a key strategic element of a Pacific UNDAF framework.

113. Discussion regarding sustainability cannot be delinked from dialogue that reinforces the UN's comparative advantage, complementary to rather than competing with other partners in the region. The UN's global definition of comparative advantage has recently been updated and the demands in the Pacific provide the basis for systematic consideration of the UN's contribution on this basis. The Pacific context reinforces that all elements of the UN's comparative advantage have relevance and resonate well with what has been articulated by countries as the preferred

The **mandate** to act; the **capacity** to act; and **better positioned** to act than others.

What is the UN's comparative advantage?

- **Strengthen national capacities** at all levels leading to national ownership
- Supporting national monitoring and implementation of **international commitments, norms and standards**
- Acting as **convener of a wide range of national and international partners**
- Providing **high quality technical expertise** in specific areas
- **Objective monitoring and evaluation** of the national development framework
- Impartial **policy advice**, based on **international experience, technical expertise** and good practices
- **Providing neutral space** within which political issues can be addressed and resolved, including support to mediation or peace negotiations

role of the UN in the future. Of particular relevance is the role of strengthening national capacities at all levels leading to increasing levels of national ownership – the nature of the multi country region both a challenge and an opportunity for the UN. The demand for mainstreaming of human rights based approaches to programming also needs to be applied to monitoring frameworks through adequate disaggregation of data and analysis, increasing the relevance of the UN's support for objective monitoring and evaluation and further strengthening of positive relationships with national ministries of planning. Countries requests to the UN to position and expand its role of providing policy advice and technical expertise, including the specific request in the North Pacific, highlights the relevance of the UN's comparative advantage in bringing international expertise both policy and technical to support national efforts. The recognised convening power of the UN utilising the UNDAF framework has been raised by a number of national governments as a positive and a key element to the national government/UN partnership. This again positions the UN's comparative advantage as key to supporting sustainability of development programming in the future UNDAF cycle. The UN is not the only actor in the Pacific supporting country level programme development and implementation, and also has a responsibility to engage at the regional level in support of a coordinated approach to PICT attainment of the SDGs, and therefore needs to ensure its considerations regarding comparative advantage remain focussed on the UN having the mandate to act, the capacity to act and being better positioned to act than any other, or forging partnerships with others to contribute to mutually agreed priorities.

114. Efforts to reduce urban poverty have the greatest opportunity for sustainability when working through partner non-government organisations rather than undertaking direct service provision, and requires the UN to review its traditional modes of programme implementation and forge new partnership arrangements that allow the UN to move to a stronger position of comparative advantage.

115. Based on the analysis of current root causes of weak or slow implementation across UNDAF outcomes future plans to implement programmes need to factor in greater levels of capacity development tailored to respond to the different levels of capacity across the region, addressing weak programme management, allocating technical resources and funds accordingly.

9. Conclusion

116. The Pacific context for UN joint programming is unique and requires a tailored approach to UNDAF implementation. Evaluating the relevance, efficiency, effectiveness, impact and sustainability of the UNDAF 2013-2017 has been to a large extent hampered by the lack of available data and the limited evaluability of the UNDAF overall.

117. Narrative reporting of the results of the UNDAF in some countries does however demonstrate the relevance of the UNDAF outcomes areas, particularly in the areas of Gender, Disaster Risk Reduction and Climate Change, Health and Economic Growth.

118. The inherent geographical size and isolation of SIDS, disaster prone and capacity poor nature of the region overall present very unique risk and therefore needs for joint programming in the past and in

the future planning period leading to 2030. MDG attainment has been sporadic, however it is acknowledged that the understanding and leadership around the SDGs will create a very different planning environment where the UN's work, based on comparative advantage must align with localized and integrated development agendas led by national governments and supported by regional organisations.

119. Low budget utilization rates in the implementation of programmes can be attributed to limited availability of suitable personnel, a lack of programme oversight and management, slow and duplicative procurement and administrative processes and delayed start up, and must inform future joint programming management and capacity development strategies. The future harmonization of business practices through the Business Operations Strategy in line with UNDAF rollout central to addressing the common business operations priorities of programming. Coordination at the regional and country level is recognized as central to successful implementation of UNDAF and warrants a capacity assessment and additional resources in the future.

120. A priority in this regard is ensuring capacity strengthening in M&E, the development of quality results frameworks and the ability of the UN to monitor, store data and report on impact on an annual basis on the basis of agreed M&E planning. Overall strategic joint oversight of UNDAF implementation has been lacking and requires strengthening of UNDAF governance structures and systems in the future. The same structures also require a commitment to continued focus on the individual and unique needs of the 14 PICTs and innovative approaches to joint programming in the future. Inclusive of the specific joint programming needs of the North Pacific and the equitable allocation of resources across the region in response to identified need. Rights based approaches, the mainstreaming of gender and priority for youth is evident across the region within programme and in national policy. Future programming that continues to consider gender from a programming point of view and a mainstreaming of human rights based approaches is recommended drawing on the good practice within the region.

121. Finally, the Pacific demonstrates steps towards a strengthened Delivery as One approach in the region with the future of Delivering as One in the Pacific being contingent upon the application of innovative approaches to joint programming, business operations and advocacy and communication. These priorities to be addressed in an environment where the future Pacific Strategy Framework must equally establish joint oversight of agreed outcomes at the regional level, focusing on the unique needs of the individual PICS as determined by the processes of localizing the SDGs.

122. The ability to evaluate the results of the Pacific UNDAF 2013-2017 against the UNDAF Results Frameworks are limited due to a lack of formal monitoring data. The consultations review of additional documentation, particularly financial disbursement data and country specific reviews has allowed conclusions to be drawn that confirm the relevance of the UNDAF outcomes to the Pacific region. The evaluation also identifies links between UNDAF related programmes and the national strategic priorities of individual SIDS. Challenges in both programmatic and operational terms remain in creating greater efficiency in the establishment and implementation of programmes in the Pacific context to ensure efficient administrative systems, capacity development and human resource management that lead to timely and consistent implementation. Impact of UNDAF related programmes is evidenced by the direct links between UN supported programmes and the results achieved. Sustainability of those results however remains a challenge and as such there is the need to prioritise partnership development, strengthened coordination and business practices, effective advocacy and communication as well as effective capacity development strategies in the future UNDAF.

123. The UN has applied innovative approaches to the challenges of joint programming in the Pacific and the UN's partners, coordination structures and national counterparts have demonstrated willingness to adopt change, capacity to innovate and apply new technologies. Innovation in the overall UNDAF structure and focus, programming delivery, institutional systems and advocacy and communication is therefore recommended as a central plank in the future UNDAF in addition to its key outcomes areas and valued cross cutting priorities.

10. Recommendations

On the basis of the findings of the evaluation the following recommendations are presented for consideration:

1. Pacific Strategic Framework

The UNCT in consultations with PICTs to establish the next UNDAF as a strategic framework incorporating outcome level priorities that lead to tailored country level development informed by SDG localisation processes, national development plans and decision making. A proposed Pacific framework to ensure flexibility by focusing joint priority setting and partnership development at the outcome level as a foundation for output level joint programming and joint programmes. The strategic framework factoring in the flexibility of individual SIDS to adopt a Delivering as One approach (one plan & one integrated budget framework) to country level programming. With UNDAF outcome groups and UN agencies establishing strategies to overcome the bottlenecks and challenges associated with low rates of utilisation of programme resources in this current cycle.

2. Monitoring and Evaluation

The PMEG to review UNDAF M&E structures and systems. Establish strict quality standards in the development of new UNDAF results matrices to ensure evaluability with indicators, baselines and targets linked to verifiable data sets. Establishing indicators that disaggregate ethnicity, gender, disability, religion, health, sexual orientation to ensure the excluded are visible and support accurate evaluation of inequality and discrimination. The results matrix utilised as an annual monitoring tool and supporting development and implementation of an agreed joint M&E plan outlining all M&E activity for the period of the UNDAF. Establish specific strategies and the allocation of resources to build national level capacity in M&E and undertake an M&E capacity review at the regional level to position M&E expertise that can coordinate M&E processes and build national capacity. Specifically, with regard to M&E:

- Update M&E activities to align with current UNDG guidance, de linking UN country review activities from UNDAF monitoring²⁸.
- Align UNDAF M&E with the monitoring requirements of the SDGs, the SAMOA Pathway and the Framework for Pacific Regionalism to support joint and complementary monitoring where possible.
- Update the UNDAF governance and accountability structures and systems to ensure roles and responsibilities in relation to M&E at all levels are clear.
- Strengthen the UN position in the Pacific, as per the UN's global comparative advantage for data strengthening in support of development monitoring. Reduce the burden of review events on countries by recommending they take place once or twice within an UNDAF cycle with annual impact monitoring facilitated by the RCO as a separate exercise informing those processes when they take place.
- Support countries in building national M&E systems to track progress of national development plans.

3. Human Rights and Gender

Informed by the UPR and the Gender score card retain the UNDAF's gender programmatic (dedicated Outcome) prioritise and mainstream the cross cutting priorities of human rights and gender in all other programmatic areas, prioritising policy development at the country level that addresses national commitment to international human rights instruments, and advances gender equality and mainstreams gender and human rights based approaches in capacity development, communication and advocacy, resource mobilisation and joint programming.

Ensure that HIV and STI strategies are programmatically mainstreamed into youth and gender programmes.

The UN to partner with human rights civil society organisations to take a stronger, more visible and public role as advocates for human rights in the Pacific, developing a culture where human rights is integrated into daily life and the responsibility of all.

²⁸ as per 2016 UNDAF guidance.

Increase investment in capacity development to build skills, systems and accountability mechanisms that include gender responsive budgeting within government and its partners, and for gender and HIV mainstreaming.

Ensure a rights based approach to finalisation of the new UNDAF to mitigate: social exclusion of minorities and vulnerable groups; weak institutionalisation of internationally agreed conventions, norms and standards, mainstreaming gender equality, human rights and HIV, unemployment and limited income generating opportunities. At the same time establishing minimum normative standards that are applied to all levels of programming.

In all results frameworks employ an adequate level of disaggregation of indicators (ethnicity, disability, religion, health, social affiliation, sexual orientation to ensure the excluded are visible and allow accurate evaluation of inequality and discrimination.

4. Regional accountability for UNDAF

In dialogue with PIFS and CROPs the RCOs to update the UNDAF coordination structures to strengthen links with the regional organisations and ensure joint accountability for UNDAF with emphasis on the establishment of workable partnership and increased dialogue around comparative advantage so as to increase opportunities for collaboration and joint analysis. With particular priority for regional partnerships in support of the localisation of the SDGs.

5. SDGs

The UNCTs to shift the UN's focus in relation to the SDGs away from one of leading the SDG agenda and towards: 1) responsiveness to localised planning and programming consultation with other partners positioning the UN's resources on the basis of the UN's comparative advantage; 2) support the quality monitoring of development results with a focus where needed on building the capacity of regional and national institutions to manage data, track country development trends and aggregate regional results.

6. Delivering as One

Having received strong endorsement for a continued regional approach to UNDAF in the Pacific from UN HQ, the UNCT to continue to develop a tailored Pacific approach to Delivering as One that complements a regional framework for partnership and provides countries the opportunity to shape their Delivering as One priorities based on need and local capacity. Increase communication between UN Resident Coordinators, the UNCT and national governments to increase opportunities for tailored joint programming and establishment of One Plan/One budget structures at the country level, on a country by country basis. Increase communication to agency headquarters represented by resident and non-resident agencies in the Pacific to ensure consistency in programme development and resource mobilisation in support of increasingly harmonised approaches to joint programming in the Pacific.

Increase cost avoidance and quality enhancement of programme delivery by the UNCT continuing to empower the OMT to establish joint business operations practices in the context of a strengthened Business Operations Strategy aligned with the future UNDAF.

7. Communication and Advocacy strategy

The UN Communication Group to develop a joint UN communication and advocacy strategy to ensure a streamlined structure and approach to joint UN communication advocacy complementary to the new UNDAF's needs, which includes targeting both internal and external UN audiences, promoting the UN's comparative advantage and value as a partner, profiling the unique challenges and programme results of the region, highlighting the SDG priorities of the Pacific and the UN's normative agenda and mandates, supporting the strengthening of existing and exploration of new partnerships.

UN Agencies, the RCO, Joint Presence Offices and joint programming mechanisms to continue to expand the use of innovative technologies and innovative application of mainstream technologies to increase connectivity, dialogue, capacity development and knowledge sharing across the region in support of UNDAF implementation.

8. Coordination

PMEG with guidance from the UNCT to revise and strengthen the UNDAF governance and accountability structures for the Pacific with emphasis placed on ensuring clear lines of reporting and

communication between each component of the structure. UN Heads of Agencies to ensure agreed roles, responsibilities and accountabilities are then included in staff TOR and internal staff annual performance review.

The UNCT and individual UN agencies to maintain and expand the level of support for the JPO network to ensure a unified and streamlines approach to engagement with countries. Through an expanded network of UN agencies cost sharing, and all UN agencies (regional, resident and non-resident) committing to strengthened communication and coordination at the country level, linking to JPOs with information on country level programming, consultation and engagement on all occasions. Non participating agencies to continue to uphold the agreement on cost recovery of services attained from the JPO. Lines of communication between the JPOs and the UNCTs to be strengthened, with regular JPO reporting revised to include an element on UNDAF/joint coordination needs and issues.

The UNCT to establish a joint, high level mechanism within the UNDAF accountability framework where by the UN, Regional Bodies and SIDS representatives can meet annually to monitor implementation and results of the UNDAF, and discuss bottlenecks, partnership opportunities, joint programming challenges and innovative solutions.

The UNCT and UN Agencies to give priority to further strengthening of the JPO network based on agreements reach subsequent to the JPO Study 2015, and ensure the allocation of adequate resources, the defining of clear roles and responsibilities in relation to coordination, and lines of communication from JPO UN Country Coordination staff/teams to the PMEG and UNCT.

Undertake a capacity assessment of human resources within the RCOs against the coordination demands of the region particularly with regard to the support needs of country level coordination and priorities for M&E and Communications and Advocacy.

9. Resource mobilisation

Develop a clear resource mobilisation strategy to complement the new UNDAF, inclusive of priorities to forge new and innovative partnerships with regional partners and donors, clarifying the relationship between North Pacific SIDS and the US government. Establish principles for resource mobilisation that increase commitment to joint resource mobilisation whereby the UN and its donors commit to adopting complementary funding practices that partnerships with national governments to determine their unique capacity requirements and ensure resource mobilisation is tailored to country need.

10. Joint Programming

Establish joint programming principles that are tailored to the specific needs of the Pacific with particular emphasis on the time needed in the Pacific context to consult and tailor programmes and the need to mainstream capacity development needs and invest in programme management. Develop innovative approaches to programme delivery across the region, so as to reduce transaction costs and increase government ownership. Ensure HIV/AIDS is mainstreamed into youth and gender programmes.

11. Climate change and vulnerability

The UNCT and individual UN agencies with the advice of UNOCHA to ensure the risks to programming in the Pacific as a result of climate change, including extreme climatic events with humanitarian consequences, are factored in to all programming under the UNDAF as cross cutting issues.

Lessons Learned

On the basis of the evaluation findings, conclusion and recommendations the follow lessons learned have been noted:

- Outcome level monitoring at both the regional and country level not only ensure accurate tracking of development results but is also critical to the ongoing strengthening of the UN's relationship with the PICT governments and regional bodies, and their subsequent strengthened understanding of the UN's comparative advantage and its relevance to the development priorities of the region.

- The level of ownership around the SDGs at the country level is high and needs to be acknowledged both in terms of engagement with country leaders and mainstreaming of country determined SDG priorities in future country level UNDAF planning.
- Communications between Joint Presence Offices and the UNCT is critical to an increased understanding of the political and cultural values of countries as it relates to efficient and targeted programming.
- UNDAF planning across regions is strengthened by a multi country approach bound by regionally agreed outcomes. It is an important means to target and harmonise the UN's engagement across the region through the most efficient use of available resources, but also importantly to reduce the burden on individual PICTs through joint and harmonised engagement at the country level
- The specific challenge of programme development and implementation in the Pacific region related to geographic isolation, distance, availability of relevant human capacity, requires specific management arrangements established (including efficient procurement and human resources processes) so as to mitigate slow programme inception and implementation.

Annex 1. TOR

<TOR to be inserted>

Annex 2. Contact list

Surveys received from or interviews conducted with:

Lizbeth Cullity – UN Resident Coordinator
Osnat Lubrani - UN Resident Coordinator
Akiko Fuji, UNDP Deputy Resident Representative
Aleta Miller & Anne Bradbury, UN Women
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Ministry of Education - Fiji
Ministry of Finance and National Planning - Tonga
Ministry of Infrastructure and Transport- Department of Energy - Fiji
Ministry of Rural and Maritime Development and National Disaster Management - Fiji
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Satoshi Sasaki, ILO
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UN Joint Presence Office - FSM
UN Joint Presence Office - Palau
UN Joint Presence Office – Vanuatu
World Meteorological Organisation – Samoa

Participants in May 2016 UNCT retreat where country specific UNDAF discussion/consultation took place.

	Agency	Name and Title	Duty Station
1	RC	Ms. Lizbeth Cullity, Resident Coordinator	Apia, Samoa
2	RC	Ms. Osnat Lubrani, Resident Coordinator	Suva, Fiji
3	FAO	Ms. Joann Young, Assistant Representative to Fiji	Suva, Fiji
4		Ms. Louison Dumaine-Laulusa, Programme and M&E Officer	Apia, Samoa
5	IFAD	Mr. Sakiusa Tubuna, Sub-Regional Coordinator	Suva, Fiji
6	ILO	Mr. Satoshi Sasaki, Officer-in-Charge	Suva, Fiji
7		Ms. Surkafa Katafono, National Programme Officer	Suva, Fiji
8	IOM	Ms. Arieta Moceica, Head of Office-Fiji	Suva, Fiji
9		Mr. Aaron Adkins, Programme Coordinator (Operations/Emergencies)	Suva, Fiji
10		Mr. Filifilia Iosefa, Coordination Specialist	Apia, Samoa
11		Ms. Agnes Harm, Coordination Specialist	Suva, Fiji
12		Ms. Varanisese Tawake, UNDAF M&E Manager	Suva, Fiji
13		Mr. Sho Matsumura, Coordination Analyst	Apia, Samoa
14	UNAIDS	Dr. Roberto Brant Campos, Country Director	Suva, Fiji
15		Ms. Gabriela Ionascu, Strategic Information Adviser	Suva, Fiji
16	UNDP	Ms. Akiko Fujii, Country Director & Head of Pacific Programme and Policy Support a.i.	Suva, Fiji
17		Ms. Azusa Kubota, Deputy Resident Representative/Country Manager/ Head of JPO	Honiara, Solomon Is.

18		Mr. Jaime Aguinaga, Deputy Resident Representative a.i.	Apia, Samoa
19	UNDSS	Mr. Charles O'Hanlon, Regional Security Advisor	Suva, Fiji
20	UNEP	Mr. Sefanaia Nawadra, Coordinator, Pacific Office	Apia, Samoa
21	UNESCAP	Mr. Tim Westbury, OIC/Economic Affairs Officer	Suva, Fiji
22		Mr. Sanjesh Naidu, Economic Affairs Officer	Suva, Fiji
23	UNESCO	Mr. Alain Godonou, Director/Officer-in-Charge	Apia, Samoa
24		Ms. Jane Ishiguro, Programme Officer	Apia, Samoa
25	UNFPA	Dr. Laurent Zessler, Director and Representative	Suva, Fiji
26		Ms. Riet Groenen, Technical Adviser Gender	Suva, Fiji
27	UNICEF	Dr. Karen Allen, Representative	Suva, Fiji
28		Ms. Isabelle Austin, Deputy Representative	Suva, Fiji
29	UNISDR	Mr. Timothy Wilcox, Sub-Regional Coordinator (Pacific)	Suva, Fiji
30	UNOCHA	Mr. Sune Gudnitz, Head of Office	Suva, Fiji
31	UNOHCHR	Ms. Catherine Phuong, OIC/Deputy Regional Representative	Suva, Fiji
32	UNWOMEN	Ms. Aleta Miller, Representative	Suva, Fiji
33		Nicolas Burniat, Deputy Representative	Suva, Fiji
34	WHO	Dr. Yunguo Liu, Representative	Suva, Fiji
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36	UN JPO	Ms. Milika Tuita, UN Coordination Officer	Tonga
37		Ms. Roslyn Arthur, UN Coordination Officer	Vanuatu
38		Ms. Sharon Sakuma, UN Coordination Officer	Palau
39		Ms. Seveleni Kapua, UN Coordination Officer	Tuvalu
40		Ms. Erana Aliklik, UN Coordination Officer	Nauru
41		Mr. Terry Keju, UN Coordination Specialist	Marshall Islands
42		Ms. Sarah Nihopara, UN Coordination Analyst	Solomon Islands

The evaluation also drew on UNDAF specific consultations undertaken during the extensive travel and consultations of the JPO Study 2015 which included:

Suva. Fiji			
Australia High Commission	Ms	Solstice Middleby	Counsellor - Development Cooperation - Regional
	Mr	Tukatara Tangi	Program Manager - Regional (growth and resilience)
ILO	Mr	Satoshi Sasaki	Specialist - Decent Work
JPO Study taskforce and Deputies Group	Ms	Isabelle Austin	Deputy Representative UNICEF
	Ms	Akiko Fujii	Deputy Representative UNDP
	Mrs	Winifereti Nainoca	Environment Team Leader UNDP
	Mr	Andreas Demmke	Population and Development Adviser UNFPA
New Zealand High Commission	Dr	Helen Leslie	First Secretary (Regional Development)
OCHA - Regional Office of the Pacific	Mr	Sune Hjelmervik Gudnitz	Head of Office, Regional Office for the Pacific
Pacific Islands Forum Secretariat (PIFS)	Ms	Andie Fong Toy	Deputy Secretary General
	Ms	Cristelle Pratt	Deputy Secretary General

UNICEF	Ms	Karen Allen	Representative
	Ms	Isabelle Austin	Deputy Representative
	Mr	Devraj	Chief Operations
UNDP	Ms	Akiko Fuji	Deputy Resident Representative - Fiji MCO
	Ms	Elena	Chief Joint Operations Centre
UNDP Pacific Centre	Mr	Peter Bachelor	
UNFPA			Team meeting
	Ms	Yindee	Head of Operations (Chair of OMT)
UNWOMEN	Mr	Welder Mtisi	Operations Manager
UNESCAP	Mr	David Smith	Deputy Head & Senior Economist
UNDSS	Mr	Trent Inness	Deputy Regional Security Advisor
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MWCSD	Ms	Leituala Kuiniselani	
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	Ms	Akatsuki Takahashi	Officer in Chair UNESCO Office for the Pacific States
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UN	Mr	Filililia	UN Coordination Officer
UNDP	Ms	Georgina Bonin	ARR Governance and Poverty Reduction
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UNICEF	Ms	Tepepepa Esera Aumua	
UNEP	Dr	Greg Sherley	
UNWOMEN	Ms	Mele Maualaivao	
WMO	Mr	Henry Taiki	
Republic of the Marshall Islands - Majero			
Ministry of Foreign Affairs	Ms	Doreen De Brun	Assistant Secretary, Bureau of Multilateral Affairs
	Ms	Rina M. Keju	Foreign Service Officer, Bureau of Multilateral Affairs
	Mr	Casten Nemru	Chief Secretary
Ministry of Finance	Ms	Kayo Yamaguchi-Kotton	Assistant Secretary of Finance, Budget Office of International Development and Assistance (OIDA), Procurement and Supply
EPPSO	Mr	Frederick de Brun	Director
OEPPC			
Ministry of Health	Ms		Secretary
Ministry of Internal Affairs	Ms		Secretary
Ministry of Education			Secretary
Parliament (Nitijela)	Ms		Clerk of Nitijela
UN	Mr	Terry Keju	Country Development Manager
UN	Ms	Therese	JPO Administrator
UNDP	Ms	Yoshiko Yamaguchi-Capelle	National Coordinator, GEF Small Grants Programme

Republic of Palau			
Bureau of Foreign Affairs and Trade	Mr	Gustav N. Aitaro	Director
Ministry of Finance	Mr	Elbuchel Sadang	Minister
Ministry of Finance - Bureau of Budget and Planning	Mr	Darren Fritz	Senior Budget Analysis
Ministry of Community and Cultural Affairs	Ms	Elbuchel Sadang	Minister
Ministry of Health - Bureau of Public Health	Ms	Berry Moon Watson	Director
Federated States of Micronesia - Pohnpei			
Ministry of Health and Social Affairs			
Ministry of Foreign Affairs	Mr	Samson Pretrick	Deputy Secretary
Division of Resources and Development (Agriculture, Marine and Tourism Programs)	Ms	Alissa Takesy	Deputy Secretary
WHO	Dr	Seville	
Ministry of Statistics, ODA Coordination (SBOC)	Ms	Rosalinda Yatilman	ODA Specialist
	Mr	Ben Mayes	ODA Adviser
	Ms	Brihmer S. Johnson	Statistics Specialist
SPC	Mr	Rupeni Mario	Team Leader, North Pacific ACP Renewable Energy and Energy Efficiency Project
IOM	Mr	Mark W. Adams	Chief of Party, Programme Manager, PREPARE
UN	Mr	Okean Ehmes	Country Development Manager
Nauru			
Ministry of Women's Affairs	Mr	Edward Grundler	SHED Coordinator
Ministry of Women's Affairs	Mrs	Victoria Scotty	Acting Director Women's Affairs
Ministry of Women's Affairs	Mrs	Marjorie Deireragea	Safe House Coordinator
Bureau of Language and Culture	Ms	Dira Ephraim	
Family and Community Services	Ms	Bernadette Aliklik	
Department of Commerce Industry and Environment	Mr	Creidence Fritz	Acting Secretary
	Mr	Brian Staf	Director for Environment
	Mr	Reagan Moses	Director of Climate Change
Department of Foreign Affairs and Trade	Ms	Unique Harris	Assistant Director
Department of Planning	Mr	Rosco Cain	
Australian Government	Ms	Marja Elizabeth	Domestic Violence Counsellor
Solomon Islands			
UNICEF	Mr	Kang Yun Jong	Chief of Field Office
UN/UNDP	Ms	Akiko Suzaki	Joint Presence Manager, DRR UNDP
New Zealand High Commission	Ms		
Australia High Commission	Ms		
Kingdom of Tonga			
New Zealand High Commission	H.E.	Mark Talbot	High Commissioner
Ministry of Internal Affairs	Mr	Lopeti Senituli	CEO
Tuvalu			
Government of Tuvalu	Mr	Panapasi Nelesone	Secretary to Government
Ministry of Foreign Affairs, Trade, Tourism, Environment and Labor	Mr	Temante Melinitana	Permanent Secretary

Ministry of Finance and Economic Development	Ms	Limesene Teatu	Permanent Secretary
Department of Environment	Mr	Mataio Tekinene	Director
Ministry of Education, Youth and Sport	Mr	Talavai Iona	Secretary
UNDP NAPA GEF/SGP	Mr	Solofa Uota	Coordinator NAPA
UNDP NAPA GEF/SGP	Mr	Soseala Tinilau	Coordinator NAPA II
Tuvalu Association of Non-Government Organisations (TANGO)	Mr	Toomu Hauma	Coordinator

Republic of Kiribati			
AAFR	SR	Mritianan Tawita	Director
AMAK	Ms	Rusila Tekamotiata	Coordinator
Australian High Commission	H.E	George Fraser	High Commissioner
Caritas	Mr	Boore Moua	Youth Officer
Ministry of Education	Mr	Timarita Muakaca	Education Officer
Ministry of Finance and Economic Planning	Mr	Eriati Macnama	Secretary
Ministry of Foreign Affairs and Immigration	Ms	Akka Maroti Rimon	Secretary
Ministry of Women Youth Sports and the Ageing	Mr	Teuraki Ukeimi	CPO
	Ms	Joy Uale	SYDO
Ministry of Health and Medical Services	Dr	Teatao Tira	Secretary
	Ms	Agnes B Nikuata	Reproductive Health Coordinator
Our Lady of the Sacred Heart Crisis Centre	Ms	Novice Tekiata Akamatang	
Police	Mr	Eeri Aritiera	OCCID
New Zealand High Commission	H.E	Don Higgins	High Commissioner
UNICEF	Ms	Nuzhat Shazadi	Chief of Field Office UNICEF/ Joint Presence

Vanuatu			
Ministry of Foreign Affairs	Mr	Johnny Koanapo	Director General
	Ms	Sylvain Kalsakau	UN Division
Office of the Prime Minister	Mr	Johnson Naviti	Director General
	Ms	Flora Kalsaria	Acting Head Aid Coordination Unit
	Mr	Jonas Arugogona	Acting Director DSPPAC
Ministry of Climate Change	Mr	Jotham Napat	Director General
	Mr	Shedrack Welegtabit	Director NDMO
Ministry of Health	Mr	George Taleo	Director General
Department of Local Authority	Mr	Cherol Ala	Director
Save the Children			
Live and Learn			
Vanuatu Family Health			
NZ Ministry of Foreign Affairs and Trade	Ms	Mikaela Nyman	Development Counsellor
WHO	Mr	Jacob Kook	Country Liaison Officer
UNWomen	Ms	Betty Toa	Country Programme Coordinator
UNDP	Mr	Donald Wouloseje	Programme Officer
UNFPA	Mr	Gideon Mael	Programme Officer
FAO	Ms	Runte Likiafu	
World Bank	Ms	Nancy Wells	

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Annex 4. Survey and questionnaire

Pacific UNDAF Evaluation 2016 Stakeholder survey

Introduction

Thank you for participating in the stakeholder consultation linked to the Pacific UNDF Evaluation 2016.

To gather inputs from as many stakeholders as possible you are kindly requested to complete the attached questionnaire.

All responses are confidential and will not be attributed in the report.

You are requested to provide examples where possible to illustrate your issues or ideas.

PLEASE RETURN TO: annlundwork@gmail.com

Q1. What country are you based in?

Q2. What agency, fund, programme or office do you work for?

RELEVANCE

Q3. Are the UN's objectives aligned with country needs and national/international priorities?

Q4. Has the UN adapted to the changing circumstances in the region?

EFFECTIVENESS

Q5. How has UN contributed to progress towards agreed UN planned outcomes? If not, why not?

Q6. Have the UN's plans and strategies followed country level plans (UNDAF)? If not why not?

Q7. What lessons learned should be taken forward into the next planning cycle?

EFFICIENCY

Q8. Do the five main pillars of the UNDAF (as below) support effective implementation of the UN's work at the country level?

1. Environmental Management, Climate Change and Disaster Risk Management
2. Gender Equality
3. Inclusive Economic Growth and Poverty Reduction
4. Basic Services (Health and Education)
5. Governance and Human Rights

Q9. Do the UN's coordination structures and systems support implementation of the UN's work and reduce transaction costs/increase efficiency?

Q10. Does the UNDAF support the mobilization of resources?

IMPACT

Q11. Has the UN's work led to reduced inequalities?

Q12. What has the UN's work done to reach the poor, vulnerable and marginalized?

Q13. Has the UN's work impacted positively on human rights and gender equality? If yes how? If no why not?

SUSTAINABILITY

Q14. Has the UNDAF contributed to stronger cooperation between UN agencies, funds and programmes? If so how? If not why not?

Q15. Has the UNDAF supported building of long term national capacity? If yes how? If not why not?

Q16. Has the UNDAF had a positive effect on donor interventions in your country?

PLEASE RETURN TO: annlundwork@gmail.com

UNDAF 2012 – 2017 Evaluation Questionnaire **Pacific**

[Please send responses to: annlundwork@gmail.com](mailto:annlundwork@gmail.com)
[Or request a skype/phone call to discuss](#)

Introduction

This questionnaire focuses on the five evaluation criteria of Relevance; Effectiveness; Efficiency, Impact and Sustainability.

Please consider each question by reviewing the guiding notes under each criteria.

All responses will be treated confidentially. Your inputs are valuable so thank you for completing the survey.

Q 1a. What agency, organization or government department/ministry do you work for?

Q1b. What country are you based in?

Relevance

In this section consider: the Government strategic plans and priorities; international goals; human rights principles and standards; gender equality.

Q2. Has the United Nations responded to the priorities within Pacific country policies and strategies since 2012? If so how? If not how could they be more effective in the future?

Effectiveness

In this section consider: the UN's contribution to national priorities and MDGs/SDGs; lessons learned to support mainstreaming of Sustainable Development Goals (SDGs); how have the UN's unique roles and mandates been utilized; were outcomes realistic given UN agencies, funds and programmes capacities and resources and the development context in the Pacific?

Q3. Has the UN's work lead to the progress of UNDAF outcomes? If so how?

Q4. What lessons learnt from the MDGs & UN delivery since 2012 could be used to help mainstream the SDGs in the next UNDAF?

Efficiency

In this section consider: were connections created between the UN agencies, funds and programmes, government, civil society, development partners?; has programme support been enhanced?; are there joint programmes?; are roles and responsibilities well defined?

Q5. Has the UN been an efficient coordinator and builder of partnerships within the development and humanitarian sector in your country context or at the regional level?

Impact

In this section consider: has the UN's work impacted on the lives of the poor, vulnerable and marginalized? has the UN contributed to the MDGs being realized?; has the UN had an impact on human rights and gender equality?

Q6. Has the UN's work impacted positively on the poor, vulnerable and marginalized? How? If not how could they do it better?

Sustainability

In this section consider: in what way have national capacities been enhanced in government, civil society and NGOs; institution building and strengthening in human rights and gender equality; sustainability of donor interventions; promotion of national ownership of programme.

Q7. Has the UN work since 2012 enhanced the capacity of stakeholders? How? If not how do they need to change?

- END -

Please send responses to annlundwork@gmail.com

Or request a skype/phone call to discuss

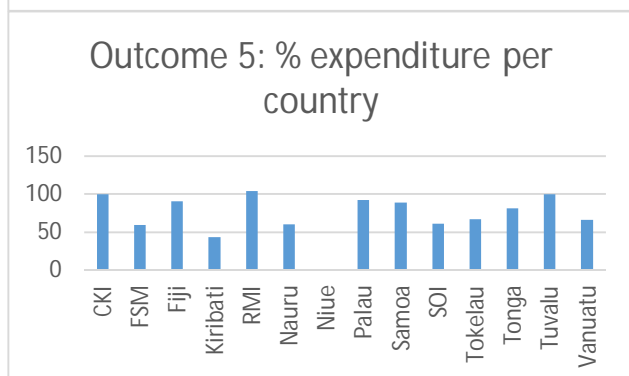
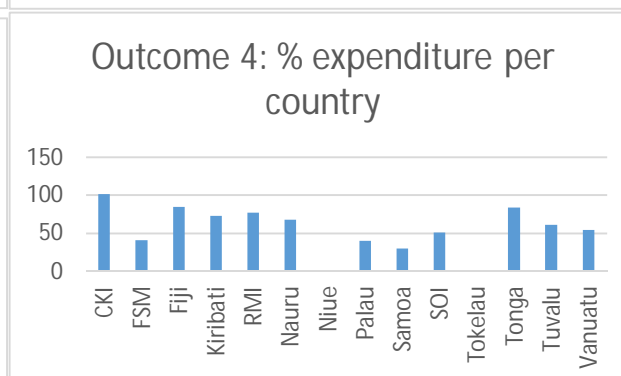
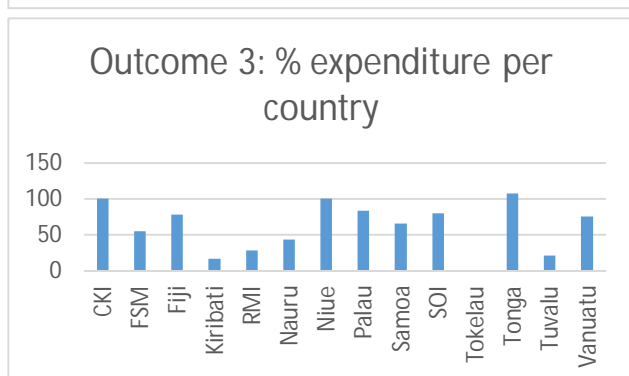
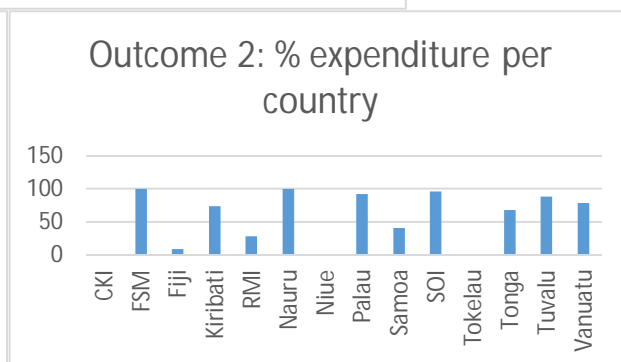
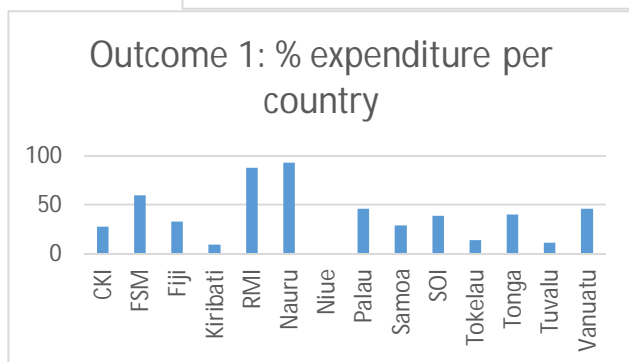
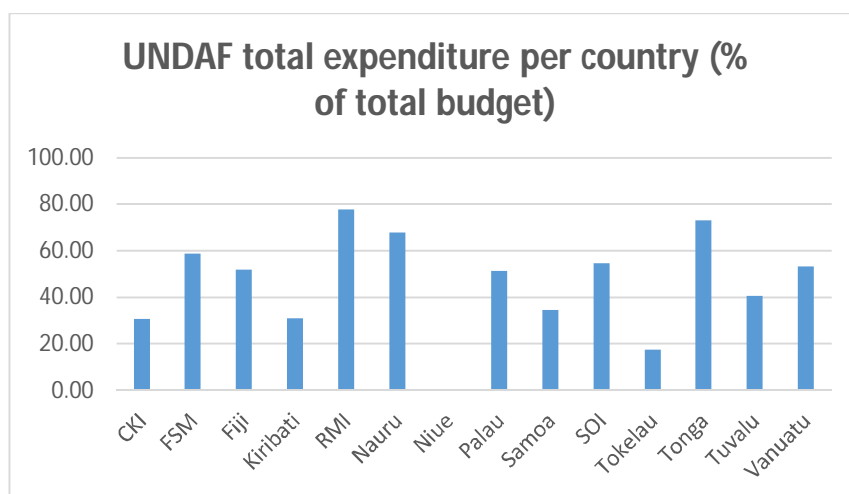
Annex 5. Evaluation Matrix

Evaluation Question Matrix				
Criteria	Primary question	Sub-question	Data collection method/source	Indicators, Success standards
Relevance	1. To what extent did the UNDAF address issues and underlying causes in the context of national policies and strategies?	1.1 Do the UNDAF outcomes address key issues, their underlying causes, and challenges identified by Pacific Country's strategic plans and priorities?	Interviews Document reviews and cross reference	UNDAF addresses issues identified by national strategy
		1.2 To what extent has the UNDAF results matrix been sufficiently flexible to adjust to evolving national policies and strategies (eg National Development Plans and Goals, legislative reforms) and changing development circumstances during the current programme cycle?	Document review Interviews	UNDAF results matrix considered flexible in responding to changing development context.
		1.3 To what extent have the UNDAF outcomes been relevant to international agreed goals and commitments guiding the work of UN AFPs?	Document review	International agreed goals and commitments guiding the work of UN agencies through the UNDAF.
		1.4 To what extent have human rights principles and standards been reflected or promoted in the UNDAF?	UNDAF monitoring reports Interviews	Human rights standards are reflected in UNDAF
		1.5 To what extent and in what ways are the concepts of gender equity and equality and other cross-cutting issues reflected in programming? Were specific goals and targets set and if so have they been met?	Document review UNDAF annual monitoring reports Interview/survey	Gender equality and cross cutting issues reflected in programming.
Effectiveness	2. To what extent has UNDAF implementation contributed to progress towards agreed UNDAF outcomes?	2.1 What progress has been made towards the realization of UNDAF outcomes as a contribution to the achievement of National Priorities and the MDGs?	UNDAF annual monitoring reports Document review MDG, national reports	UNDAF outcomes considered contributing to achievement of national priority MDGs.
		2.2 What lessons learnt can be identified and used to guide planning for mainstreaming and localizing the SDGs in the next UNDAF programming cycle?	MDG reports UNDAF monitoring reports Interview/survey	Lessons learned identified to support mainstreaming of the SDGs in next UNDAF cycle

		2.3 What are the main factors that contributed to the realization or non realization of the outcomes?	UNDAF monitoring reports Interview/survey	Main factors for realization or non realization of outcomes identified.
		2.4 Were expected outcomes realistic given the UNDAF timeframe, AFPs' capacities and resources?	Interview/survey UNDAF monitoring reports	Outcomes considered realistic to UNDAF timeframe.
		2.5 To what extent and in what ways have the comparative advantages of the UN organizations been utilized in the national context and contributed to streamlining the work of the UN in the Pacific?	Interview/survey	Comparative advantage of UN organisations utilized in the national context.
Efficiency	3. To what extent is the UNDAF a coordination and partnership framework?	3.1 To what extent and in what ways has the UNDAF contributed to achieving better synergies among the programme of UN AFPs?	Interview/survey Agency reports UNDAF monitoring reports	UNDAF contributing to better synergies among UN organization programmes.
		3.2 To what extent has the effectiveness of programme support by individual AFPs been enhanced as a result of joint programming?	UNDAF monitoring reports Joint Programme evaluations Agency reports	UNDAF contributing to effectiveness of individual agency
		3.3 Is the distribution of roles and responsibilities among the different UNDAF partners well defined, facilitated in the achievement of results and have the arrangements been respected in the course of implementation?	UNDAF results matrices Interviews/surveys Joint programme documents/monitoring reports/meeting minutes	Well defined roles and responsibilities defined
		3.4 Have the external and internal coordination structures for programme delivery facilitated the efficient and effective delivery of UNDAF results and reduced duplication?	Interviews/survey	External and internal structures have facilitated UNDAF delivery of results and reduced duplication
		3.5 Are the funding allocations, task team budgets and overall expenditures aligned with the stated UNDAF priorities and sufficiently targeted to maximize efficiency?	UNDAF documents Budgets Task team reports/budgets Interview/survey	Expenditure aligned with stated UNDAF priorities
Impact	4. To what extent has the UNDAF impacted on the lives of the poor, vulnerable and	4.1 Are there any major changes in UNDAF and national development indicators that can reasonably be	Monitoring reports Quantitative review	Changes in national development indicators are

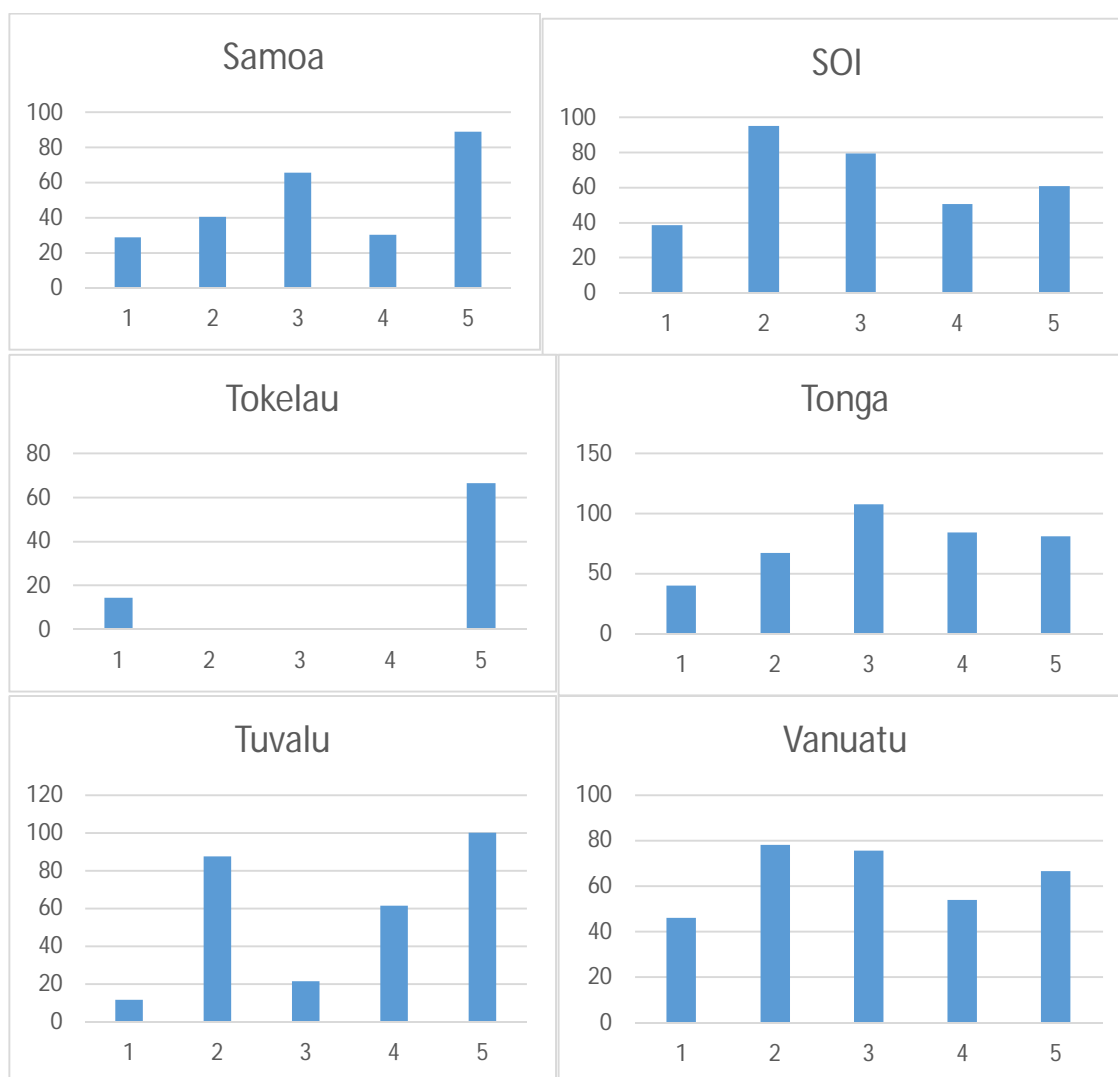
	marginalized in the Pacific, notably in the realization of MDGs?	attributed to or be associated with UNDAF implementation?		attributed to UNDAF implementation
		4.2 What contribution has the UNDAF made to working with key strategic partners in reaching the poor, vulnerable and marginalized through UNDAF implementation?	UNDAF monitoring reports MDG reports Interviews/survey Joint programme reports	UNDAF implementation contributed to key partners reaching the poor and vulnerable
		4.3 What observable or measurable impact has the UNDAF had on human rights and gender equality in the Pacific to date (based on human rights and gender equality principles applied during UNDAF implementation)?	UNDAF monitoring Human Rights reporting Quantitative review of relevant UNDAF indicators	Measurable or observable impact on human rights and gender equality.
Sustainability	5. To what extent have results achieved and strategies used by the UNDAF i) contribute to national development ii) add value to cooperation among individual AFPs.	5.1 To what extent and in what way national capacities in government, civil society and NGOs in order to enable these actors to continue achieving positive results without the UN/development partner's support?	Interviews with stakeholders/survey National development reports	National capacities have been enhanced and have the means to continue without UN support
		5.2 To what extent has institution-building and institution-strengthening taken place in human rights and gender equality terms?	Programme reporting Human rights and gender reporting Gender score card Interview/survey	Institution strengthening has taken place in human rights and gender equity
		5.3 To what extent have complementarities, collaboration and/or synergies fostered by UNDAF contributed to greater sustainability of results of Donor's interventions in the Pacific?	Donor reports UNDAF monitoring reports Donor interviews/survey	Collaboration fostered by UNDAF contributed to sustainability of results of donor interventions
		5.4 To what extent does the UNDAF promote ownership of programme?	UN and stakeholder Interviews/survey	UNDAF promotes ownership of programme through national capacity development.

Annex 6 – UNDAF expenditure (%) per UNDAF outcome 2016



Annex 7 – UNDAF outcome expenditure (%) per country





Annex 8 – Joint Programmes Pacific 2013-2017

List of Joint Programmes (2013-2017)								
	JP	Participating Organizations	Budget (USD)	Start Date	End Date	Countries	Funding Source	Any Evaluation Conducted
1	Community resilience and coping with climate-change and natural disasters.	UNICEF, UNDP Fiji MCO, UNFAO, WHO, UN WOMEN, UNFPA	\$3,003,022.66	Jan-11	Oct-14	Vanuatu	UN Human Trust Fund	Oct 2015 Evaluation Report shared
2	<i>Support to implement the National Action Plan for Eliminating Sexual and Gender-Based violence. (Preparatory Phase)</i>	UNWOMEN, UNFPA, UNICEF	Nil Still Pending	Apr-12	Mar-13	<i>Kiribati</i>	AusAID	

List of Joint Programmes (2013-2017)								
	JP	Participating Organizations	Budget (USD)	Start Date	End Date	Countries	Funding Source	Any Evaluation Conducted
3	UN Partnership to Promote the Rights of Persons with Disabilities	ILO OHCHR UNDESA UNDP UNICEF WHO	\$350,000.00	Jan-13	Sept 15	Cook Islands, Fiji, Vanuatu, Papua New Guinea	MPTF Office, UNDP	Evaluation Report Shared
4	Enhancing Pregnancy Care and Saving Newborns Solomon Islands	UNFPA UNICEF	\$1,307,515.00	Nov-13	Oct-15	Solomon	New Zealand NatCom for UNICEF	
5	"Tensions" Reduction, Reconciliation, and Rehabilitation in the Solomon Islands	UNDP, ILO UNICEF	\$2,886,434.00	May-12	Oct-14	Solomon	UNTFHS	
6	MDG Acceleration Framework	UNDP, UNICEF, UNFPA	\$410,000.00	Aug-12	Aug-13	Tonga, Tuvalu and Vanuatu	Bureau of Dev Policy and UNDP MCO Fiji Track funds	No Evaluation conducted – Annual MDG report only
7	Pacific Financial Inclusion Programme (PFIP)	UNCDF, UNDP, ILO, ADB	33,000,000	July 2014	June 2018	PNG, Solomon, Vanuatu, Fiji, Tonga and Samoa	EU, MFAT, DFAT, UNCDF, UNDP	
8	Ending Violence against Women	Un Women, UNICEF, UNDP, UNFPA, WHO and ILO	1,097,111	2014	2017	Solomon Island & Kiribati	RRRT/SPC, World Bank, and NZ Pacific Prevention of Domestic Violence Programme	
9	Vanuatu MDG Acceleration	UNDP, UNFPA	300,000	April-14	Mar-16	Vanuatu	UNDP	
10	Pacific Climate Change and Migration Project	ESCAP, ILO and UNDP	2,900,000	June -13	July-16	Regional with focus on Tuvalu, Nauru and Kiribati	EU and in kind contribution from	

List of Joint Programmes (2013-2017)								
	JP	Participating Organizations	Budget (USD)	Start Date	End Date	Countries	Funding Source	Any Evaluation Conducted
						Regional Activities	ESCAP, ILO and UNDP	
11	Green Climate Finance Readiness Programme – Fiji	UNDP, UNEP and WRI	526,570	2015	2018	Fiji	BMUB	
12	Piloting Climate Change Adaptation to Protect Human Health (PCCAPHH)	WHO and UNDP	449,993	March-11	May-15	Fiji	GEF	
13	Climate Finance and Risk Governance Assessment (CFRGA) [as part of the PRRP programme]	UNDP and UNWOMEN	100,000	June -14	June -15	Tonga	DFAT, PIFS, AUSAID ADAPT Asia-Pacific	
14	A study on Trade and Human Rights by UNDP Pacific Centre, WHO and OHCHR. Launched at International Human Rights Day 2014	UNDP, OHCHR, WHO	10,000	2011	2014	Regional Study	OHCHR and UNDP	
15	UNDP Pacific Centre in partnership with OHCHR, the United Nations Human Settlements Programme (UN-Habitat), and the University of the South Pacific, with the support of the Pacific Media Assistance Scheme (PACMAS) conducted a project on using the role of the media to raise public awareness and facilitate policy debate on key development challenges in the region, with particular focus on the right to housing	UNDP, OHCHR	39,154.27	Dec -12	Early 2014	Melanesian Countries	PACMAS	

List of Joint Programmes (2013-2017)								
	JP	Participating Organizations	Budget (USD)	Start Date	End Date	Countries	Funding Source	Any Evaluation Conducted
16	Pacific Regional Sexual and Reproductive Health Programme	UNFPA, UNICEF	6,000,080	June-14	Aug-19	Kiribati, Samoa, Solomon Islands, Tonga, Vanuatu	NZ MFAT	
17	UN Trust Fund to End Violence Against Women (EVAW)	UNFPA, UNWOMEN, UNDP	100,000	Jan-15	Dec-17	Solomon Islands	UNDP MPTF Office	
18	Youth Employment Joint Programme	ILO, UNDP, UNV, UNESCO	3,430,000	2015	2017	Samoa	UNDP, ILO, GoS	
19	UN Joint Gender Programme - Framework	FAO, ILO, UNDP, UNESCO, UNICEF, UNFPA UNWOMEN, WHO	1,690,000	2015	2018	Samoa	UN Agencies & GoS	
20	Increasing Political Participation of Women in Samoa (IPPWS)	UNDP, UN WOMEN	\$688,803	March-15	Sep-16	Samoa	DFAT, UNDP	
21	Tonga Rural Innovation Project(TRIP)	IFAD and PRRP	4,500,000	2012	2016	Tonga	IFAD	
22	Pacific Regional Anti-Corruption project	UNODC and UNDP						
23	RMNCAH(
			Total: \$49,744,039.93					