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Multi-country programme document for the Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, Niue, Palau, Republic of the Marshall Islands, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu (2023-2027)

Content

I. UNDP within the UN Cooperation Framework

1. Spread across nearly three thousand islands, Pacific Island countries and territories[1] are rich in cultural diversity, have significant marine and natural resources, and have **made rapid social and economic progress**. Of the ten countries that are ranked in the **Human Development Index**[2], Fiji, Palau Tonga, and Samoa are in the high human development category, while Federated States of Micronesia, Kiribati, the Republic of the Marshall Islands, Tuvalu and Vanuatu and Solomon Islands are in the medium category. Fiji, Marshall Islands, Tonga, and Tuvalu are **upper middle-income countries**; and Samoa, Kiribati, Federated States of Micronesia, Solomon Islands and Vanuatu are **lower middle-income countries**.[3] Kiribati, Solomon Islands, and Tuvalu are categorized as Least Developed Countries.

2. Economies remain **undiversified and highly dependent on imported goods** for consumption and investment, leading to cost disadvantages for provision of public services by governments. A quarter of Pacific islanders live below the **'basic needs' poverty line**[4], and post-covid, economic growth rates have declined by 6.6 per cent over 2020 and 2021.[5] World Bank estimates, based on limited data, indicate that effects of growth on **inequality** are mixed[6]. **Unemployment** among youth in the region is estimated at 23 per cent.[7] The Federated States of Micronesia, Kiribati, Marshall Islands, Samoa, Tonga, Tuvalu is at a high risk of **debt distress**[8]. UN E-Governance Index 2021 highlights that most pacific island countries and territories fall well below the average global **e-governance** score of 0.59. Except for Fiji, Tonga, and Palau, most of them also lag behind the regional average e-governance score.[9] **Corruption** remains high – one in three people using a public service reported paying a bribe, a quarter reported being offered a bribe for their votes.[10] The **compounding impacts of the global geopolitical conflicts and disruptions** leading to in higher prices of energy and essential commodities may further weaken the economies of the Pacific and may also lead to food insecurity.

3. In 2021, **women's representation** in the Pacific Island countries and territories remains low, as women hold 6 per cent of seats, and they are not represented in parliaments in three countries.[11] Between 36 and 79 per cent women in the region have experienced **physical or sexual violence** in their lifetime.[12] While **HIV prevalence** remains low at 0.1 per cent, only 59 per cent of people living with HIV are receiving treatment. [13] Nearly 15 per cent of population lives with **disabilities**.[14] The World Bank estimates that 40 per cent to 60 per cent of government health budget is spent on **non-communicable diseases** which account for nearly 75 per cent of all deaths in the pacific island countries and territories.

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[1] UNDP has two multi-country offices (MCOs) in the Pacific subregion. The Fiji multi-country office implements programmes in Federated States of Micronesia, Fiji, Kiribati, the Marshall Islands, Nauru, Palau, the Solomon Islands, Tonga, Tuvalu, and Vanuatu. The Samoa multi-country office implements programmes in the Cook Islands, Niue, Samoa, and Tokelau

[2] Human Development Report, 2021-2022

[3] World Bank, 2021

[4] United Nations, 'A Quarter of Pacific Islanders Live Below 'Basic Needs Poverty Lines', 2019. (Limited poverty data available)

[5] Asian Development Bank Outlook, 2022

[6] https://www.adb.org/sites/default/files/linked-documents/rcs-pacific-2016-2020-ld-01.pdf

[7] The Future of Work for Women in the Pacific Islands, Asia Foundation 2021

[8] Financing a Sustainable Recovery from COVID-19 and Beyond, ESCAP, 2022.

[9] United Nations E-Governance Index 2021

[10] Global Corruption Barometer – Pacific 2021

[11] https://www.unwomen.org/en/what-we-do/leadership-and-political-participation/facts-and-figures

[12] United Nations Population Fund 2020

[13] World Health Organization 2020

[14] Pacific Framework for the Rights of Persons with Disabilities, 2016-2025

The pacific has the potential to harness the **demographic dividend**, with half the population under the age of twenty-three.[15]

4. The Pacific is amongst those regions which are most at-risk to the effects of **rising sea-levels and the triple planetary crisis of climate change, pollution, and biodiversity loss.**[16] The existential threat posed by climate change to livelihoods, security and wellbeing of the people and ecosystems of the region was established in the **2018 Boe Declaration** and has recently led the Pacific leaders to declare a **Climate Emergency** in July 2022. Rise in global temperatures 2 degrees Celsius above preindustrial levels, as is becoming increasingly likely, can severely degrade 90 per cent of the coral reefs in the Pacific Islands region leading to devastating effects on the marine species that depend upon these ecosystems. The region suffered, on average, one **major disaster** every year for the past six years and up to 832,000 people were displaced due to natural hazards were recorded between 2010 and 2020.[17] On average, a disaster causes 14 percent damage to GDP, and affects 11 percent of population. The increased impact from climate change is pushing natural and human systems beyond their ability to adapt. The Pacific's **climate financing needs** are estimated at 6.5 per cent to 9 per cent of Gross Domestic Product or almost US$1 billion annually.[18] The region is highly **fossil-fuel dependent** for its energy production and consumption, despite progress in renewable energy technology. Due to distance and dispersion of populations, maritime transport consumes three quarters of the region´s petroleum imports.[19]

5. **The Pacific United Nations Sustainable Development Cooperation Framework has been designed in harmony with the 2050 Strategy for the Blue Pacific Continent developed by Pacific Leaders of all 14 countries and territories, based on their individual national plans**. Although unique in their own context, each have priorities that cuts across - such as climate and disaster resilience, improved natural resource management, good governance, leaving no-one behind, and cultural preservation and inclusion. These priorities are also encapsulated in the 2050 Strategy for the Blue Pacific **which recognizes that for the Pacific peoples, language, culture, and identity are the fundamental cornerstones of overall wellbeing**. **The four outcomes of the Pacific Cooperation Framework directly contribute to all the thematic areas identified by the 2050 Strategy.** Additionally, the "strategic pathways" outlined in the Pacific Leaders' strategy clearly conform to the enablers and mainstreamed principles identified in the UNSDCF, particularly regarding inclusion and equity, resilience, and wellbeing.

6. **This five-year multi-country programme** is directly derived from the **Pacific Cooperation Framework**, 2023-2027, and the national plans of the fourteen pacific island countries and territories which are fully aligned with the 2030 Agenda for Sustainable Development and the Small Island Developing States Accelerated Modalities of Action (SAMOA) Pathway. **Guided by the UNDP Strategic Plan, 2022-2025,** and scaling up on the progress made in the last programme cycle, **UNDP's contribution to the Cooperation Framework** will operationalize the **Secretary General's recommendations to support small island developing states and contribute to the 2050 Blue Pacific Content Strategy.**[20]

7. Considering the unique and complex challenges the pacific island countries and territories face, the programme will adopt an agile. innovative, risk-informed

[15] Statistics for Development Division, 2021
[16] Sustainable Development Solutions Network, 2021
[17] International Organization for Migration, Pacific Displacement Data, 2021
[18] IMF, 2021. Unlocking Access to Climate Finance for Pacific Island Countries
[19] Asian Development Bank, 2019
[20] Rising up for SIDS offer https://express.adobe.com/page/KdCp73pb85itN/

approach, while considering future uncertainties due to the unprecedented scale of the current socio-economic situation, and structural limitations. Towards this **vision**, UNDP will contribute **to the Cooperation Framework outcome** results of Prosperity, Planet, and Peace and provide **leadership** to the outcome areas of Planet and Peace.

8. In addition, **as technical lead on socio economic recovery issues**, UNDP will work with the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), the United Nations Children's Fund (UNICEF), United Nations Capital Development Fund (UNCDF), United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and United Nations Environment Programme (UNEP) to enhance investments towards inclusive and sustainable economic recovery. **UNDP will play an integrator role** to enhance the effectiveness of the UN effort for the blue economy transformation and provide technical assistance for the operationalization of the 2050 Blue Continent strategy under the framework of the recently established United Nations - Council of Regional Organisations of the Pacific (CROP) task force. UNDP is also co-leading the Sustainable Development Goals group, with UNESCAP to provide integrated policy advice and solutions to the regional bodies on acceleration to achieve the Goals, monitoring, and reporting, as well as on the development and operationalization of the integrated national financing framework initiatives. As a chair of the early recovery cluster group, UNDP will work with the United Nations Office for Disaster Risk Reduction (UNDRR), to promote effective disaster risk management practices in all pacific countries, coordinating the early recovery effort leveraging its presence across the Pacific and promotion of south-south cooperation as a system-wide strategy. Along with United Nations Office of the High Commissioner for Human Rights (UNOHCHR), UNDP leads initiatives to address Gender Based Violence, while also supporting the efforts of the Gender Coordination group and the United Nations Partnership on the Rights of Persons with Disabilities.

9. The **independent country programme evaluation** 2022 confirms the **key areas of comparative advantage** that UNDP has brought to bear in its work in the Pacific, and that have led to notable successes. **Firstly**, the evaluation noted that UNDP is a trusted and sought-after collaborator in the Pacific, with partnerships at the highest levels in government and is recognized for its agile and adaptive management capacities. UNDP's role during the COVID pandemic and after cyclone Harold, led to the waiver of transfer fees by telecom companies, resulting in an increase in remittances. Many thousands were enrolled into formal financial services with access to micro insurances, pensions, and mobile money wallets – all of which helped the most vulnerable to absorb the COVID-19 induced economic shocks. In Vanuatu, digitalization of national identity card registrations fast-tracked inclusion of 72 per cent of the population, facilitating their access to a range of public services.

10. **Secondly**, UNDP's proven track record in mobilizing funding from vertical funds successfully boosted the governments' demand for environmental programming. In terms of effectiveness, the breadth of UNDP's climate change portfolio was most successful by addressing ground-level activities and national-level policies and strategies, as well as international agreements including the development and implementation of National Adaptation Plans in several countries. In relation to integrated resource management, the evaluation noted UNDP's achievement by demonstrating approaches such as Ridge to Reefs, that provided data for decision-making through the implementation of concrete activities which increased the appetite of countries to continue integrated resource management work.

11. **Finally**, the evaluation made special mention of UNDP's comparative advantages in its ground presence in, and long-term relationship with pacific island countries

and territories including through its recent SIDS offer, its openness for joint programming, and its ability to capitalize on the technical skills of its partners. In the preceding cycle, there were more than eighty joint UN programmes and UNDP was a partner in almost half of them.

12. Towards further strengthening effective governance, the **independent evaluation recommended** scaling up UNDP's interventions to promote effective governance in strengthening transparency and accountability, rule of law, access to justice, and its effective approaches to combat corruption. The independent evaluation also recommended that UNDP is well-positioned to assist with its knowledge, global experience, and networks to promote blue economy transformation.

13. **To ensure sustainability,** the programme proposes a **comprehensive framework for gender-sensitive capacity building at the institutional level,** to be applied as appropriate **across outcomes**. Based on UNDP's comparative advantage, this can include i) addressing gaps in laws, policies, systems, and strategies ii) augmenting technical skills, explicit knowledge, and methodologies iii) reducing gaps in organisational structure iv) improving and regulating operational capacities and v) introducing or enhancing adaptive capacities.

14. **UNDP's** key strategies to support the **Cooperation Frameowork** of the Pacific will be to:

    a. strengthen partnerships across the United Nations system, drawing on agencies' complementary strengths to deliver stronger results
    b. leverage partnerships with **regional bodies** including with the agencies of the Council of Regional Organisations of the Pacific
    c. nurturing experimentation and foresight capabilities through the **Accelerator Labs** Network
    d. buttress capacities for improved evidence-based policy analysis, re-frame policy choices as required and enable shifts to address systemic gaps
    e. explore **innovative financing** pathways
    f. approach and address issues from a systems perspective to leverage linkages across interventions and outcome areas,
    g. harness UNDP's comprehensive **on-ground presence across** the fourteen pacific island countries and territories, and
    h. address the intersecting forms of deprivation, disadvantage, and discrimination faced by women and girls.
    i. Harness solidarity based on the 2022 Pacific roundtable on scaling up south-south and triangular cooperation in the pacific islands to accelerate SDGs in the post covid-19 environment.

II. Programme Priorities and Partnerships

15. This multi-country programme document for the multi-country offices of Fiji and Samoa is based on **wide-ranging country-level and regional consultations**, across constituencies. **Artificial intelligence** and foresight tools were used to generate insights and synthesize inputs that were specific to the pacific islands and territories.

16. The vision of the **Cooperation Framework** is that all people in the Pacific, leaving no place behind, are equal and free to exercise their fundamental rights, enjoying gender equality and peace, resilient to the existential threats and living in harmony with the blue continent. Towards this **vision**, UNDP will contribute and provide leadership to **three Cooperation Framework outcome** areas (Prosperity, Planet, and Peace) and will guide joint planning, monitoring, and reporting.

17. As per the recommendations of the **quadrennial comprehensive policy review of the United Nations system**, UNDP will build national ownership and durable partnerships to deliver coherent and integrated development solutions that maximize impact. UNDP will deploy its expertise to advance innovative policy solutions, integrated data analytics and foresight, and system-wide offers on evidence-based programmatic approaches by strengthening national statistical capacities. UNDP remains committed to the full implementation of the **United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women**.

18. UNDP will make a special effort to target **remote outer islands in the Pacific**. Logistical, technological, and weather-related challenges are common there, made worse by distance from markets and high costs of transportation. **Women and youth** will be a focus, particularly in programmes on justice delivery, livelihoods generation, environmental conservation, and peacebuilding. UNDP will enable equal participation of, and benefits to, people living with disabilities, sexual minorities, and communities at increased risk of HIV infection. **Intersectionality of their vulnerabilities will determine the identification of those at risk of being left furthest behind in each intervention.**

    OUTCOME ONE: PLANET

19. The theory of change underpinning this outcome is that *if* ecosystems and biodiversity are better managed, protected and restored, *if* climate change adaptation and disaster risk management policies and initiatives continue to be developed in consultation with communities and implemented with a gender-responsive and human rights based approach, *if* climate change and disaster risks are increasingly addressed through a development and systems lens, *then* the region will be progressively more resilient to climate change and other shocks, and reduce pollution and biodiversity loss. Initiatives will apply all six UNDP signature solutions.

20. UNDP will support Pacific Island countries and territories to strengthen and implement their National Determined Contributions under the Paris Agreement, with better analysis of critical climate security challenges they face. This will include supporting multi-stakeholder decision-making processes, applying gender responsive climate information for adaptation and mitigation, and helping partners manage the national greenhouse gas inventory process, climate change measurement, reporting, and verification. UNDP will scale up successful initiatives from its existing partnership with the International Organization for Migration (IOM), and United Nations Peace Building Fund (UNPBF) and regional organizations to work on intersections between climate security, migration, and border management. Based on climate change vulnerability and impact scenarios, UNDP will expand support to pacific island countries and territories to internalise climate risks into infrastructure design and establish climate-proof assets that address the increasing frequency and intensity of disasters and sea level rise. Based on climate security risk assessments, UNDP will support low-lying atoll nations, and volcanic countries with conflict-sensitive peacebuilding approaches aligned with the 2018 Boe Declaration and Action Plan.

21. UNDP will support countries and territories in the pacific address the energy security challenge by collaborating with governments and partners to formulate policies and instruments to facilitate the application of low-carbon renewable energy and energy efficiency technologies and measures. Initiatives will include sustainable transport, training of local experts on design, engineering, and installation, and financial incentives to stimulate the adoption of renewable energy and energy efficiency technologies. UNDP will pursue strategies to ensure that energy access and technology address the needs and

preferences of women, particularly in vulnerable households. **South-south cooperation with Morocco, Brazil, Costa Rica, Indonesia, Thailand, India, and Uruguay** will be sought for facilitating finance and ensuring affordability of access to renewable energy.

22. UNDP will upscale its work with governments to establish programmatic approaches to **disaster risk reduction and climate change adaptation** through institution strengthening, and risk-informed planning and financing at all levels of government, non-government, and private sector. As noted in the independent evaluation, UNDP's success in the disaster response and preparedness was largely due to its ability to effectively leverage South-South cooperation, mainstreaming of DRR through national and subnational strategies, leveraging resources from multiple projects towards common goals, and its expertise to use data for disaster risk reduction. Integrating these lessons, efforts will be made to use climate change and disaster risk **finance** to enhance the resilience of public investments and modify development finance to further reduce disaster and climate risks by working together with UNDRR and with government of Japan, as well as vertical funds. UNDP will help operationalize these plans and priorities with gender-sensitive, **risk-informed approaches** with the authorities, by setting regulatory frameworks and systems for **accountability** and reporting. Interventions will be designed to strengthen capacities for end-to-end **early warning** systems that cover the full spectrum of risks and contingency planning.

23. UNDP will work with partners to harness the opportunities provided by **biodiversity and natural ecosystems** and put the anticipated Post-2020 Global Biodiversity Framework into practice, through the protection and conservation of land, water and ocean resources while adapting to climate change, enhancing local capacity, and generating financing and payments for nature and ecosystem services. This will include promoting nature-based solutions, including ocean-based climate action and disaster prevention and **circular economy activities**. UNDP will, in partnership with the Food and Agriculture Organisation (FAO) and UNEP, support the promotion of natural resource management to deliver multiple development benefits in key economic sectors including **tourism, agriculture, and fisheries.**

24. UNDP will continue to apply successfully tested approaches such as 'Ridge to Reefs', which were noted in the independent evaluation in its effort to enhance integrated natural resource management. Towards strengthening food system, UNDP will work with FAO and the World Food Programme to enhance sustainable food system. This will generate environmental benefits for climate change mitigation, biodiversity conservation, land degradation as well as contribute to food security, livelihoods and climate resilience, and better health and nutrition, particularly responding to the growing challenge of the non-communicable diseases in the Pacific. This work will be reinforced by initiatives with women, youth, and people with disabilities, ensuring effective resilience building and participation of marginalized groups and communities so that no place or no one is left behind.

OUTCOME TWO: PROSPERITY

25. The **theory of change** underpinning this outcome, is that *if* the opportunities offered by the green and blue economy are leveraged, *if* equitable livelihoods and decent job opportunities are generated, *if* digital transformation is inclusive and labour force capacities are nurtured to match the market, all supported by adequate macroeconomic and fiscal management, *then* men, women, youth, and people with disabilities will enjoy shared prosperity as per their potential. An important determinant of progress towards shared prosperity in the region is to enhance social protection, advance women's and youth's economic empowerment and

adopt a human rights approach to growth. Initiatives will apply UNDP signature solutions two, three, five and six.

26. Towards supporting vulnerable groups to bounce back better after the recent socio-economic crises, UNDP will work the International Labour Organization (ILO), and the UNICEF, to develop social protection solutions, for those who, despite having high exposures to multiple risks, do not have any form of insurance protection. The focus will be on expanding **social protection measures** that enhance the resilience of women, youth, people with disabilities and small businesses in vulnerable sectors such as agriculture, fisheries, retail, and tourism.

27. UNDP will support national governments to develop policies and regulations that **assist small and medium enterprises, especially those within the blue/green and circular economy and owned by women and youth.** Support will aim at improving their financial competencies, access to credit, use of digital and other technologies to enhance productivity. UNDP will provide technical support to enable national partners to provide tailored business development support, access to national and international markets, and enhance investments in e-governance to boost ease of doing business.

28. UNDP, in partnership with governments, regional organisations and private sector, will work towards turning the **blue economy concept** into tangible actions. **Across outcome areas,** UNDP will focus on two broad elements: a) protecting – and restoring – the existing ocean resource base that supplies food and livelihoods to people and delivers coastal protection benefits from storm surges and sea level rise and b) harnessing opportunities for enhanced or new economic activity sustainably and equitably. In partnership with UNEP and the UNCDF, UNDP will focus on finding solutions for fisheries, aquaculture, renewable energy, shipping, waste management, tourism, and marine protection. **South-south cooperation with Indonesia, Seychelles, Cape Verde, and Belize** will be sought to learn about blue economy demonstration zones and coordinating between marine and land economy policies.

29. UNDP will scale up efforts with governments, UNCDF, Sustainable Development Goals Fund and international financial institutions to leverage private sector engagement to explore **new sources of blue and green finance**. This will include support for the development of innovative products including de-risking instruments, insurance products designed to support vulnerable communities, thematic bonds, debt for nature swaps where feasible, regional blended finance for renewable energy, infrastructure, and exploring ways to leverage resources through capital markets. UNDP will expand partnerships and build into its support the lessons learnt from the UNDP and UNCDF Blue bond initiative as well as from the joint programme on Investing in Coral Reefs and the Blue Economy which is supported by UNDP, UNCDF, UNEP, Global Fund for Coral Reefs, UN Joint SDG Fund that is successfully leveraging philanthropic and development finance to mobilize commercial investments and promote the financial sustainability of coral reef conservation and reef-positive livelihoods. UNDP will also support Pacific Island countries and territories to develop integrated national financing frameworks and risk-informed strategies for mobilizing public and private financing and investment aligned to the Goals, climate action and national development priorities.

30. To ensure an inclusive recovery pathway from the economic shocks of the covid pandemic, UNDP will explore debt management strategies, nature-positive financing, climate budgeting, and innovative financing options. UNDP will leverage partnerships with private sector, particularly insurance companies and sovereign wealth funds which hold a significant pool of private capital to invest in green and blue bonds. This will enable countries to sustainably invest in sectors

for long-term growth while managing their fiscal and macroeconomic conditions prudently. In partnership with the UNESCAP, UNDP will support accelerated action for implementing the 2030 Agenda, while monitoring progress and identifying innovative policies to build back better.

OUTCOME THREE: PEACE

31. The theory of change underpinning this outcome is that *if* access to justice and legal protection systems are more equitable, *if* there are accountable and transparent oversight institutions, *if* political processes and systems are inclusive, *if* national and sub-national institutions are responsive and efficient, and *if* public resources are managed transparently and efficiently, *then* countries will be able to uphold human rights and nurture a governance environment which ensures an expanded civic space, women's leadership, harnessing the demographic dividend, empowerment of young people and people's participation in decision-making. Initiatives will apply UNDP signature solutions 2, 3, 5 and 6.

32. To **make institutions responsive** to those at risk of being left behind, UNDP will work with the European Union, Governments of Australia and New Zealand and the United Nations Office on Drugs and Crime (UNODC), to strengthen accountability and transparency in the use of public funds including climate financing and other resources raised in the blue economy sector. UNDP will scale up innovative approaches noted by evaluations, such as the Floating Parliament Budget office that capitalized on digitalization and south- south and triangular cooperation in the Pacific to make available expertise and knowledge on budget analysis to boost accountability, transparency and enable effective decision making. Apart from Supreme Audit Institutions and Parliaments, civil society will play a significant oversight role in social accountability initiatives. In aiding better health governance, UNDP will, in partnership with Global Fund for AIDS, Tuberculosis and Malaria, ensure the provision of treatment services to all people living with HIV. To ensure access to justice for the most marginalised, UNDP will, in partnership with UNOHCHR, continue to invest in improving legal awareness, especially among the marginalised, and strengthening capacities of legal aid commissions and other justice institutions, including by adopting digital technologies.

33. UNDP will partner in facilitating a **whole-of-society shift towards digital transformation** to make public service provision efficient and effective and improve access for women and girls. The multi-country offices will build on the existing successful partnership with the International Telecommunication Union, that laid the foundation for digital transformation by undertaking country specific comprehensive digital readiness assessments. UNDP will further support establishment of policy frameworks for digital transformation, e-governance infrastructure and regulations, effective data governance, and cyber security systems. **Challenges associated with digital technology** that can exacerbate existing inequalities and reinforce biases will be addressed. To enable social inclusion, UNDP will support initiatives to empower people to retain their **data rights** and ensure informed participation in the digital space, and create digital solutions for communication between government, and citizens.

34. **To ensure that governance mechanisms become more inclusive**, empowering women and youth to become leaders across all domains, UNDP will foster wide-ranging partnerships, including with political parties, and UN Women, to support investments in increasing political participation of women, youth, and people with disabilities. UNDP will provide assistance across a range of **electoral operations**: technical advice on laws, electoral violence reduction, rules and institutional frameworks, voter awareness, education and registration, and training of electoral workers.

35. UNDP will upscale existing **national dialogue and civic education** strategies bringing officials and communities, especially women and youth, together. This will contribute to building consensus around complex issues like gender-based violence and ways to maximise the Pacific's demographic dividend. Leadership programmes will be offered to engage young people in **peacebuilding** efforts and increase their participation in social and economic life. UNDP will develop and implement strategies to address **misinformation, disinformation and "hate speech"**, while ensuring that the rights of free speech are not curtailed. UNDP will help governments improve **access to information** as a critical enabler for building trust and confidence. Scaling up the initiative to address gender-based Violence, UNDP will work with UN Women, UNICEF and UNOHCHR to provide integrated solutions targeting gender equality and legal protection, gender-responsive justice, security sector reforms, legal aid services, transitional justice and constitutional reforms which will help to strengthen institutions to effectively address gender-based violence.

36. **South-south partnerships** will be forged on themes like anti-corruption, parliamentary development, public funds management and elections with countries of similar contexts and in particular **Papua New Guinea, Timor-Leste, Nepal, Indonesia, Bangladesh, Maldives, Rwanda, South Africa.**

37. **Volunteerism** ensures that no one is left behind. **Across outcomes**, UNDP will work closely with United Nations Volunteers and civil society to build partnerships between local volunteer groups and United Nations entities. This will aid people-centered implementation of the Cooperation Framework as well as strengthen UNDP's strategies to increase citizen participation.

III. Programme and Risk Management

38. This multi-country programme outlines UNDP's contributions to national results and serves as the primary unit of accountability to the Executive Board for results alignment and resources assigned to the programme at country level. Accountabilities of managers at the country, regional and headquarter levels with respect to country programmes is prescribed in the organization's Programme and Operations Policies and Procedures and Internal Control Framework.

39. The programme will be nationally executed. If necessary, national execution may be replaced by direct execution for part or all of the programme to enable response to *force majeure*. Harmonised Approach to Cash Transfers (HACT) will be used in a coordinated fashion with other UN agencies to manage financial risks. Cost definitions and classifications for programme and development effectiveness will be charged to the concerned projects.

40. **As recommended by the evaluation,** programme cohesion between the two MCOs will be a priority, and monitoring and evaluation capacities will be enhanced, both at programme and national levels. UNDP will make a **shift towards an issue-based approach,** to balance short-term incremental changes with medium and long-term development outcomes, with an emphasis on sustainability and scalability of results.

41. Both multi-country offices will together adopt a **portfolio approach** to ensure that interventions create value for money through effective policy-practice nexus, fieldwork-based feedback loops, effective collaboration between outcome areas, and between programme and operations. The multi-country offices will leverage the **Global policy network**, the **regional innovation center and accelerator labs** for this purpose.

42. Risks, including natural and climate-related hazards, internal political tensions, and global uncertainties, can lead to economic instability and a reduction in resources which can affect results. Risks will be monitored using institutional tracking tools including **social and environmental standards and accountability mechanisms.** A gender and inclusion policy will be designed in conjunction with this programme document, to ensure equality for persons with disabilities, and emphasis on social protection measures for those belonging to any intersection of disadvantage.

43. At the outset of the programme, UNDP, along with UN and government partners, will develop a **business continuity strategy** and establish thresholds to trigger programme adjustments, including reallocation of resources. **UNDP's Enterprise Risk Management Policy** will be used to identify, manage, and mitigate risks. This will include a system for the monitoring resource mobilization targets.

44. In order to manage risks, forecasting, modelling potential impacts and monitoring portfolio level impact, will be undertaken with appropriate **data partnerships.** Analytics will be deployed for relevant data creation, curation, storage and sharing capabilities. **Project design will include mitigations measures** to address potential implementation slow-down due to limited in-country capacities and operational challenges. Furthermore, the two MCOs will systematically invest to **strengthen programme management capacity to address issues and risks amplified by the growth of the portfolio** as recommended by the recent Fiji MCO Strategic Review.

45. **Development assistance** to the region has remained stable over the past decade and **forecasts are encouraging.** Opportunities for **government financing** are slim, given the narrow income base of national governments, economic contraction and increasing national debt following COVID 19. UNDP will **expand partnerships** with the private sector, foundations, and non-traditional donors, especially for investments in testing and scaling up innovative solutions. MCOs will ensure their **business processes are efficient and cost-effective**, including a staffing structure with adequate capacities. Regular monitoring of the political economy and scenario planning will inform any **alterations to the theory of change**.

46. As recommended by the independent evaluation, gender will be integral to programming and management practices with an aim to win the highest certification for excellence in the coming years. UNDP will build a gender architecture in the MCOs, moving away from mechanical approaches to gender equality and towards dismantling structural barriers. UNDP will continue using the gender marker and improve its performance on the gender seal initiative. At least **20 per cent of the budget** will be invested on gender interventions.

IV. Monitoring and Evaluation

47. This programme contains a combined results and resources framework for the Fiji and Samoa MCOs – clarifying both programmatic targets and the resources to be mobilized by each office. UNDP will embed a robust evidence-based monitoring system, combining qualitative and quantitative methods, use of digital technologies for real-time data, field visits and will solicit citizen feedback to validate results. Where possible, partners will be invited to participate in these processes.

48. Given **limited data availability**, UNDP will work with the Global Evaluation Initiative, United Nations partners and regional bodies to improve data collection and analysis for monitoring the Cooperation Framework, the Goals, and this programme. Apart from strengthening national statistical systems, this will

reinforce results-based processes, and utilize innovative data collection and monitoring methods to identify and better target those at risk of being left behind and capture transformative results.

49. To address challenges due to geographical isolation, UNDP may partner with local civil society organisations and private sector for monitoring purposes. **Three per cent** of the budget will be earmarked for monitoring, quality assurance and communication of results. UNDP will ensure that programming and operational procedures and instruments are based on best practices, are agile, transparent, and accountable.

50. **Country level project design appraisal committees, which will include civil society partners and donor partners,** will be convened by governments to ensure alignment with outcomes, minimize duplication, and maximise opportunities for joint programming with United Nations partners. Each of the fourteen pacific countries and territories will convene and **annual programme review** brining in major Government and non-government counterparts to assess progress against annual country targets as per the MCPD and plan future programming to ensure alignment to national development priorities. **Both MCOs will jointly constitute one programme board** which will meet at least twice through the programme cycle to perform its oversight functions. Apart from project evaluations, **two thematic evaluations** will be undertaken to ensure that the programme strategies continue to serve the needs of the countries and territories. The recommendations from the evaluations will be utilized as a knowledge base for horizon scanning and fore sighting for pipeline development and adaptive management of this programme and provide inputs into the Pacific Knowledge Hub.[21]

51. UNDP will offer its data, including from the 'Rising-up for SIDS offer', and research capabilities to strengthen thought leadership, strategic foresight, and risk monitoring. Collaborations with academic institutions and development partners will be accelerated in mutual areas of interest. UNDP will invest in **communicating its results** through stories and real-life narratives, using innovative, user-friendly tools, including social media, **making results and learnings available to diverse audiences.**

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[21] https://interactives.lowyinstitute.org/pacific-aid-map/project-evaluations

ANNEX A: RESULTS AND RESOURCES FRAMEWORK

NATIONAL PRIORITY: Goals 1, 5, 7, 10, 13,14, and 15

COOPERATION FRAMEWORK OUTCOME INVOLVING UNDP #1: By 2027, people, communities and institutions are more empowered and resilient to face diverse shocks and stresses, especially related to climate variability impacts, and ecosystems and biodiversity are better protected, managed, and restored.

RELATED STRATEGIC PLAN OUTCOME: Resilience built to respond to systemic uncertainty and risk

COOPERATION FRAMEWORK OUTCOME INDICATORS	DATA SOURCE, FREQUENCY	INDICATIVE COUNTRY PROGRAMME OUTPUTS	MAJOR PARTNERS	ESTIMATED COST
Indicator 1.1: Number of countries with increased forest area as a proportion of total land area **Baseline (2021)**: 5 **Target (2027)**: 10 **Indicator 1.2:** Number of countries with increased population accessing electricity **Baselines (2021)**: 11 **Target (2027)**: 14 **Indicator 1.3:** Number of countries with reduced greenhouse gas emissions per capita **Baseline (2021)**: **3** **Target (2027)**:7	**Data source:** State Environment Report **Frequency:** Biannual **Data source:** Pacific Data Hub **Frequency:** Annual **Data source:** World Bank **Frequency:** Biannual	**Output 1.1: Enhanced gender-responsive actions on climate change adaptation, mitigation, and climate security across sectors implemented** **Indicator 1.1.1** Number of effective initiatives undertaken to accelerate the implementation of Nationally Determined Contributions under the Paris Agreement. (Refer IRRF 1.1.2) **Baseline (2021):** Fiji MCO: 24 Samoa MCO: 6 **Target (2027):** Fiji MCO: 49 Samoa MCO: 15 **Data Source:** Ministerial reports, submissions **Indicator 1.1.2** Amount (megawatts) of renewable energy capacity installed (Refer IRRF 5.2) **Baseline (2021):** Fiji MCO: 5 Samoa MCO: 0 **Target (2027):** Fiji MCO: 36 Samoa MCO: 3 **Data Source:** Global Environment Fund Dashboard **Indicator 1.1.3** Number of people directly benefitting from initiatives to protect nature and promote sustainable use of resources (Refer IRRF 4.1.1) **Fiji MCO Baseline (2021):** Female: 176,599 Male: 200,301 **Fiji MCO Target (2027):** Female:500,000	**Government partners:** Government ministries and departments of the fourteen countries covering climate change, disasters, emergencies, energy, environment, finance, fisheries, natural resources, planning, and security, as well as central government organizations **United Nations partners:** UNEP, IOM, UN Women, UNOCHA, United Nations Office for Disaster Risks Reduction, UNICEF, UNCDF, UNOSSC, World Bank, Asian Development Bank, Asian Infrastructure Investment Bank **Donor partners:** European Union, United States of America Governments of Australia, New Zealand, India, United Kingdom, Japan, Sweden, Korea, and China. Global Environment Fund, Green Climate Fund **Regional partners:**	**Fiji MCO** Regular: 4,665,500 Other: 182,798,974 **Samoa MCO** Regular 1,185, 000 Other 37,314,975

Male: 500,000
Data source: Government Annual Reports

Output 1.2: Governance systems are risk-informed to manage and finance disasters and shocks

Indicator 1.2.1
Number of risk-informed development strategies at national and community levels adopted (Refer IRRF 3.1.1)
Baseline (2021):
Fiji MCO: 11
Samoa MCO: 65
Target (2027):
Fiji MCO: 31
Samoa MCO: 95
Data Source: Evaluation reports

Indicator 1.2.2
Number of early end-to-end warning systems effectively functioning through UNDP support (Refer IRRF 3.1.2)
Baseline (2021):
Fiji MCO: 44
Samoa MCO: 8
Target (2027):
Fiji MCO: 90
Samoa MCO: 11
Data Source: Weather Ready Pacific Report

Output 1.3: Institutions and communities have improved capacities to protect and manage ocean and land ecosystems

Indicator 1.3.1
Number of policies and plans adopted to support natural resources management
Baseline (2021):
Fiji MCO: 24
Samoa MCO: 63
Target (2027):
Fiji MCO: 54
Samoa MCO: 99
Data Source: Relevant line ministries

Indicator 1.3.2
Area in hectares of land (including marine, terrestrial, coastal, wetlands) created or under improved practices with UNDP support (Refer IRRF 4.1.2)
Baseline (2021):
Fiji MCO: 17,28,789
Samoa MCO: 21,09,18,697
Target (2027):
Fiji MCO: 30,00,000

Council of Regional Organisations in the Pacific agencies

Civil Society Organisations and other partners:
International Union of Conservation for Nature, World Wildlife Fund, Wildlife Conservation Society, Conservation International, WanSmol Bag, Micronesia Conservation Trust, Jojikum Youth Group

Samoa MCO: 23,00,10,991
Data Source: Relevant line ministries

Indicator 1.3.3
Number of innovative and effective solid waste management measures supported
Baseline (2021):
Fiji MCO: 9
Samoa MCO: 5
Target (2027):
Fiji MCO: 19
Samoa MCO: 11
Data Source: State of Environment and Conservation in the Pacific Islands Report

NATIONAL PRIORITY: Goals 1, 2, 5, 7, 8, 9, 10, 12 and 17

COOPERATION FRAMEWORK OUTCOME INVOLVING UNDP #2: By 2027, more people, especially those at risk of being left behind, contribute to and benefit from sustainable, resilient, diversified, inclusive and human-centered socio-economic systems with decent work and equal livelihoods' opportunities, reducing inequalities and ensuring shared prosperity

RELATED STRATEGIC PLAN OUTCOME: Structural transformation accelerated, particularly green, inclusive, and digital transitions

COOPERATION FRAMEWORK OUTCOME INDICATORS	DATA SOURCE, FREQUENCY	INDICATIVE COUNTRY PROGRAMME OUTPUTS	MAJOR PARTNERS	ESTIMATED COST
Indicator 2.1: Number of countries with reduced proportion on population living below the national poverty line **Baseline (2021):** 3 **Target (2027):** 12	**Data source:** Pacific data hub **Frequency:** Biannual	**OUTPUT 2.1: Policies and programmes in place to support the complementary strategies of improving livelihoods opportunities and social protection for those at risk of being left behind** **Indicator 2.1.1** Number of people benefitting from jobs and improved livelihoods opportunities from economic recovery interventions (Refer IRRF 3.3.1) **Fiji MCO Baseline (2021):** 300, 000 • Female: 125,000 • Male: 175, 000 • Poor (income measure): 250,000 • Youth: 100, 000 • Persons with disabilities: 20, 000 **Fiji MCO Target (2027):** 500, 000 • Female: 250,000 • Male: 250, 000 • Poor (income measure): 400, 000 • Youth: 350,000 • Persons with disabilities: 50, 000	**Government partners:** Ministry of Finance, Ministry of Planning, Statistics and Economy, Ministry of Women, Ministry of Social Welfare, Children and Poverty Alleviation, Ministry of Agriculture, Ministry of Trade, Ministry of Commerce, Industry and Labour, Ministry of Youth of all the fourteen Pacific Countries and territories	**Fiji MCO** **Regular:1,866,200** **Other:54,751,008** **Samoa MCO** **Regular 355,550** **Other 11,194,493**
Indicator 2.2: No. of countries with adults (15 years and older) with an account at a bank or other financial institution or with a mobile-money-service provider **Baseline (2021):** 5 **Target (2027):** 10	**Data source:** Pacific data hub **Frequency:** Biannual		**United Nations partners:** ILO, UN Women, UNCDF, United Nations Office of the South-South Collaboration (UNOSSC)	
Indicator 2.3: Number of countries with increased approved budget for achieving the Sustainable Development Goals	**Data source:** Government expenditure reports and budget analyses **Frequency:** Annual	**Data source:** Household Income and Expenditure Survey and government reports. **Indicator 2.1.2** Number of new types of effective gender-sensitive social protection instruments adopted (Refer IRRF 1.2.1)	**Donor partners:** European Union,	

Baseline (2021): 1
Target (2027): 13

Baseline (2021):
Fiji MCO: 0
Samoa MCO: 0
Target (2027):
Fiji MCO: 3
Samoa MCO: 1
Data source: Reserve Bank, Ministry of Finance, media reports

Indicator 2.1.3
Number of people benefitting from by disaster and climate risk insurance through UNDP support (Refer IRRF Outcome 3 indicator)
Baseline (2021):
Fiji MCO: 1300 (32 per cent women, no people living with disabilities)
Samoa MCO: 0
Target (2027):
Fiji MCO: 6300 (50 per cent women, 18 per cent people living with disabilities)
Samoa MCO: 200 (50 per cent women, 18 per cent people living with disabilities)
Data Source: Pay out data by insurance companies

OUTPUT 2.2: Policy frameworks and financing available to leverage the potential of blue/green economy

Indicator 2.2.1
Number of countries that have developed integrated and inclusive blue/green economy strategies
Baseline (2021):
Fiji MCO: 1
Samoa MCO: 0
Target (2027):
Fiji MCO: 4
Samoa MCO: 2
Data Source: relevant ministries

Indicator 2.2.2
Number of countries that have undertaken regulatory assessments for accessing innovative finance
Baseline (2021):
Fiji MCO: 1
Samoa MCO: 1
Target (2027):
Fiji MCO: 5
Samoa MCO: 3
Data Source: Innovative financing assessment reports

Indicator 2.2.3
Volume of investment leveraged to support Blue/green recovery pathways (Refer IRRF 5.2.3)
Baseline (2021):
Fiji MCO: USD 18 million
Samoa MCO: USD 10.7 million

Governments of Australia, New Zealand, United Kingdom, and India

Regional partners:
Council of Regional Organisations in the Pacific agencies

Civil Society Organisations, private sector, and other partners:

Vanuatu Business Initiative, Gizo Women in Business Development Sustainability,
Samoa Chamber of Commerce, Samoa Business Hub, Samoa Information technology association
National University of Samoa
Australia and New Zealand Bank

Target (2027):
Fiji MCO: USD 80 million
Samoa MCO: USD 13.2 million
Data Source: Ministry of Economy

OUTPUT 2.3: Gender-sensitive mechanisms in place to accelerate achievement of the Sustainable Development Goals and monitor progress

Indicator 2.3.1
Number of resolutions adopted by the regional task force for acceleration of achievement of Sustainable Development Goals
Baseline (2021):
Fiji MCO: 1
Samoa MCO: 0
Target (2027):
Fiji MCO: 6
Samoa MCO: 1
Data Source: Regional task force meeting reports

Indicator 2.3.2
Number of countries which have formulated gender-sensitive Integrated Financing Frameworks
Baseline (2021):
Fiji MCO: 1
Samoa MCO: 1
Target (2027):
Fiji MCO: 4
Samoa MCO: 2
Data Source: Government publications

Indicator 2.3.3
Number of countries that have completed Voluntary National Reviews (Refer IRRF 1.1.3)
Baseline (2021):
Fiji MCO: 10
Samoa MCO: 1
Target (2027):
Fiji MCO: 18
Samoa MCO: 2
Data Source: Voluntary National Review reports

NATIONAL PRIORITY OR GOAL: Goals 5, 10, 11 and 16

COOPERATION FRAMEWORK OUTCOME INVOLVING UNDP #3: By 2027, people enjoy and contribute to more accountable, inclusive, resilient and responsive governance systems that promote gender equality, climate security, justice and peace, ensure participation, and protect their human rights.

RELATED STRATEGIC PLAN OUTCOME: No-one left behind centering on equitable access to opportunities and a rights-based approach to human agency and human development

COOPERATION FRAMEWORK OUTCOME INDICATORS	DATA SOURCE, FREQUENCY	INDICATIVE COUNTRY PROGRAMME OUTPUTS	MAJOR PARTNERS	ESTIMATED COST
Indicator 3.1: Number of countries with increased proportion of seats held by women in (a)national parliaments and (b) local governments **Baseline (2021):** 8 **Target (2027):** 14	**Data source:** World Bank **Frequency:** Annual	**OUTPUT 3.1: Governance institutions are accountable and have improved capacities for service delivery** **Indicator 3.1.1** Extent to which accountability and anti-corruption measures are integrated in the management of public resources (Refer IRRF 2.1.1) **Baseline (2021):** Fiji MCO: 2 **Target (2027):** Fiji MCO: 3	**Government partners:** Parliaments, Ministries of Justice, Electoral Management Bodies, Ministries of Women, Legal Aid Commissions, Ministries of Health, Auditor General's office and other regulatory bodies	**Fiji MCO** **Regular: 2,799,300** **Other: 128,119,018** **Samoa MCO** **Regular 2,410,500** **Other 26,675,482**
Indicator 3.2: Number of countries with increased individuals using the internet **Baseline (2021):** 3 **Target (2027):** 14	**Data source:** World Bank **Frequency:** Annual	**Data Source:** Supreme audit institutions and ministries **Rating scale** 1= Inadequate 2 =Partial 3 =Moderate 4=Largely	**United Nations partners:** UN Women, UNOCHA, UNOSSC, OHCHR, UNODC, IOM, UNICEF, United Nations Population Fund	
Indicator 3.3: No. of countries with increased positions in national and local institutions, including (a) the legislatures; (b) the public service; and (c) the judiciary, compared to national distributions, by sex, age, persons with disabilities and population groups **Baseline (2021):** 7 **Target (2027):** 12	**Data source:** World Bank **Frequency:** Biannual	**Indicator 3.1.2** Number of public administration institutions with improved core capacities for service delivery including for justice (Refer IRRF 2.2.1) **Baseline (2021):** Fiji MCO: 12 Samoa MCO: 5 **Target (2027):** Fiji MCO: 16 Samoa MCO:7 **Data source:** Ministries of Justice, legal aid institutions **Indicator 3.1.3** Percentage of people living with HIV who are receiving antiretroviral therapy (Refer IRRF 1.4.1) **Baseline (2021):** Fiji MCO: 86 per cent; of which 40 percent Women **Target (2027):** Fiji MCO: 90 per cent of which 50 percent Women **Data Source:** National HIV registers **Indicator 3.1.4** Number of gender-sensitive initiatives that promote enabling digital ecosystems that are affordable, accessible, trusted, and secure (Refer IRRF E.1.1) **Baseline (2021):** Fiji MCO: 9 Samoa MCO: 9 **Target (2027):** Fiji MCO: 24	**Donor partners:** European Union, Governments of Australia, New Zealand, India, United Kingdom, and Japan **Regional Partners:** Pacific Sexual Gender Diversity Network Pacific Islands Association of Non-Governmental Organisations. Pacific Disability Forum **Other partners:** National Human Rights Institute, National University of Samoa	

Samoa MCO: 16
Data Source: Ministerial Reports, Civil society

OUTPUT 3.2: Institutions and systems accelerate inclusive development through responsive, participatory, and transparent governance processes

Indicator 3.2.1
Number of effective and active partnerships in place to advance women's political leadership and participation (Refer IRRF 6.2.2)
Baseline (2021):
Fiji MCO: 4
Samoa MCO: 2
Target (2027):
Fiji MCO: 8
Samoa MCO: 3
Data Source: Civil society and media

Indicator 3.2.2
Number of procedural reforms adopted by electoral management bodies (Refer IRRF 2.4.1)
Baseline (2021):
Fiji MCO: 6
Target (2027):
Fiji MCO: 12
Data source: Electoral management bodies

Indicator 3.2.3
Number of parliament committees with improved capacities that are conducting inclusive, and accountable law making and oversight (Refer IRRF 2.4.1)
Baseline (2021):
Fiji MCO: 3
Samoa MCO: 1
Target (2027):
Fiji MCO: 6
Samoa MCO: 2
Data Source: Hansard, Annual reports of Parliaments

OUTPUT 3.3: State-society relationships are more resilient to stressors and are inclusive in relation to women, youth, and people with disabilities

Indicator 3.3.1
Number of initiatives to effectively protect and promote inclusive spaces, mechanisms, and capacities for public dialogue (Refer IRRF 2.4.5)
Baseline (2021):
Fiji MCO: 6
Samoa MCO: 2
Target (2027):
Fiji MCO: 10

Samoa MCO: 6
Data Source: Universal Periodic Review shadow reports

Indicator 3.3.2
Extent to which institutions have the capacities to address conflict drivers and strengthen social cohesion (Refer IRRF 3.2.1)
Baseline (2021):
Fiji MCO: 1
Samoa MCO: 1
Target (2027):
Fiji MCO: 2
Samoa: 2
Data Source: Ministerial reports
RATING SCALE:
1= Inadequate
2 =Partial
3 =Moderate
4=Largely

Indicator 3.3.3
Number of entities with strengthened capacities that are implementing legislation, policies, action plans to prevent gender-based violence (Refer IRRF 6.3.3)
Baseline (2021):
Fiji MCO: 4
Samoa MCO: 7
Target (2027):
Fiji MCO: 8
Samoa MCO: 8
Data Source: Ministry of Justice, Human rights institutions