

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)

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I. UNDP within the United Nations Sustainable Development Cooperation Framework



- 1. Spread across nearly three thousand islands, the Pacific Island Countries and Territories¹ are rich in cultural diversity, have considerable marine and natural resources, and have made rapid social and economic progress. Of the 10 countries ranked in the Human Development Index,² Fiji, Palau, Tonga, and Samoa are in the high human development category, while the Federated States of Micronesia, Kiribati, the Republic of the Marshall Islands, Tuvalu, Vanuatu and the Solomon Islands are in the medium category. Fiji, the Marshall Islands, Tonga, and Tuvalu are upper-middle-income countries, while the Federated States of Micronesia, Kiribati, Samoa, the Solomon Islands and Vanuatu are lower-middle-income countries.³ Kiribati, the Solomon Islands, and Tuvalu are categorized as least developed countries.
- 2. Economies remain undiversified and 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 the effects of growth on inequality have been mixed.⁶ Unemployment among youth in the region is estimated at 23 per cent.⁷ The Federated States of Micronesia, Kiribati, the Marshall Islands, Samoa, Tonga and Tuvalu are at high risk of debt distress.⁸ The United Nations E-Governance Survey, 2021, highlighted that most Pacific Island countries and territories fall well below the average global e-governance score of 0.59. Except for Fiji, Palau and Tonga, most 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 guarter reported being offered a bribe for their

⁵ Asian Development Bank Outlook, 2022

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

¹ UNDP has two multi-country offices in the Pacific subregion. The Fiji multi-country office implements programmes in the 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)

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

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

⁹ United Nations E-Governance Survey, 2021



Women in Niu Island in Tuvalu participating in a UNDP workshop.

Photo: UNDP

votes.¹⁰ The compounding impacts of the global geopolitical conflicts and disruptions leading to higher prices for energy and essential commodities may further weaken the economies of the Pacific and lead to food insecurity.

- 3. In 2021, women's representation in the Pacific Island Countries and Territories remained low. Women held 6 per cent of seats, and were not represented in parliaments in three countries.¹¹ Between 36 and 79 per cent of women in the region had experienced physical or sexual violence in their lifetime.¹² While HIV prevalence remained low, at 0.1 per cent, only 59 per cent of people living with HIV were receiving treatment. ¹³ Nearly 15 per cent of the population lived with disabilities.¹⁴ The World Bank estimates that 40 per cent to 60 per cent of the government health budget was spent on non-communicable diseases, which accounted for nearly 75 per cent of all deaths in the Pacific Island countries and territories. The Pacific has the potential to harness the demographic dividend, with half the population under the age of 23.¹⁵
- 4. The Pacific is among the regions most at risk from rising sea levels and the triple planetary crisis of climate change, pollution, and biodiversity

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

¹⁵ Statistics for Development Division, 2021

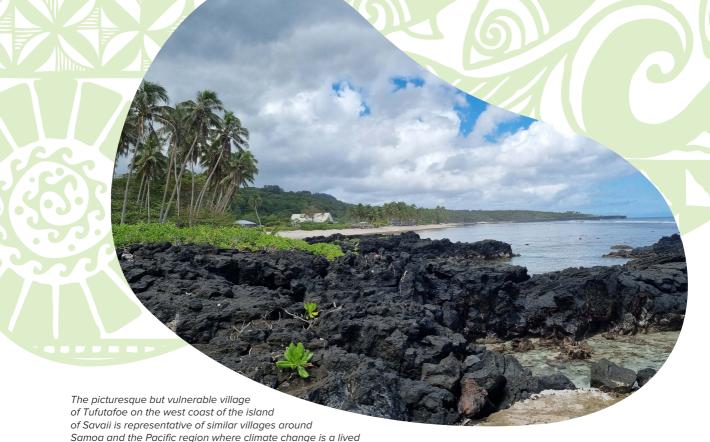


Photo: UNDP

loss.¹⁶ The existential threat posed by climate change to livelihoods, security and the well-being of people and ecosystems in the region was established in the Boe Declaration, 2018, and led to the Pacific leaders' declaring a climate emergency in 2022. A rise in global temperatures of 2 degrees Celsius above preindustrial levels, as is becoming increasingly likely, could severely degrade 90 per cent of the coral reefs in the Pacific Islands region, leading to devastating effects on marine species. 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 between 2010 and 2020.¹⁷ On average, a disaster causes 14 per cent damage to the gross domestic product (GDP) and affects 11 per cent of population. The increasing impact of climate change is pushing natural and human systems beyond their ability to adapt. The climate financing needs of the region are estimated at 6.5 to 9 per cent of GDP, or almost \$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 the dispersion of populations, maritime transport consumes three guarters of the petroleum imports.¹⁹

daily reality.

¹⁶ Sustainable Development Solutions Network, 2021

¹⁷ International Organization for Migration, Pacific displacement data, 2021

¹⁸ International Monetary Fund, 2021. Unlocking Access to Climate Finance for Pacific Island Countries ¹⁹ Asian Development Bank, 2019

¹⁹ Asian Development Bank, 2019

- 5. The Pacific United Nations Sustainable Development Cooperation Framework was designed in harmony with the Strategy for the Blue Pacific Continent, 2050, developed by the leaders of all 14 countries and territories, based on their individual national plans. Although unique in their own context, each has cross-cutting priorities, such as climate and disaster resilience, improved natural resource management, good governance, leaving no-one behind, and cultural preservation and inclusion. Those priorities are encapsulated in the Strategy for the Blue Pacific, which recognizes that for the Pacific peoples, language, culture and identity are the cornerstones of well-being. The four outcomes of the Pacific Cooperation Framework contribute directly to all the thematic areas identified by the Strategy. Further, the "strategic pathways" outlined in the Pacific leaders' strategy conform to the principles enumerated in the Sustainable Development Cooperation Framework, particularly regarding inclusion, equity, resilience, and well-being.
 - 6. This 5-year multi-country programme is derived from the Pacific Cooperation Framework, 2023-2027, and the national plans of the 14 Pacific Island Countries and Territories aligned with the 2030 Agenda for Sustainable Development and the Small Island Developing States Accelerated Modalities of Action Pathway. Guided by the UNDP Strategic Plan, 2022-2025, and scaling up on the progress made in the last programme cycle, the contribution of UNDP to the Cooperation Framework will operationalize the Secretary General's recommendations to support small island developing States and contribute to the Blue Pacific Continent strategy.²⁰
 - 7. Considering the unique and complex challenges faced by the Pacific Island Countries and Territories, the programme will adopt an agile, innovative, risk-informed approach, while considering future uncertainties due to the unprecedented scale of the 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. As the technical lead on socio-economic recovery issues, UNDP will work with the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), the United Nations Children's Fund (UNICEF), the United Nations Capital Development Fund (UNCDF), the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and United Nations Environment Programme (UNEP) to enhance investments in inclusive and sustainable economic recovery. UNDP will play an integrator role in enhancing the effectiveness of the United Nations effort for the blue economy transformation and providing technical assistance in operationalizing the Blue Continent

²⁰ Rising up for SIDS offer https://www.undp.org/sites/g/files/zskgke326/files/migration/bb/undp-bb-2-Pager_SIDS-Offer-Rising-Up-for-SIDS.pdf



Spotlight Initiative - working in partnership with CSOs in Samoa to tackle gender-based violence in the communities by funding targeted activities.

Photo: UNDP

strategy, within the framework of the recently established United Nations Council of Regional Organizations of the Pacific task force. UNDP is co-leading the Sustainable Development Goals group with ESCAP providing integrated policy advice and solutions to the regional bodies on acceleration in achieving, monitoring and reporting on the Goals, and developing and operationalizing 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 to promote effective disaster risk management practices in all Pacific countries, coordinating the early recovery effort, leveraging its presence across the Pacific, and promoting South-South cooperation as a system-wide strategy. With the United Nations Office of the High Commissioner for Human Rights (OHCHR), 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 areas of comparative advantage that UNDP has brought to bear in its work in the Pacific, which have led to notable successes. The evaluation noted that UNDP is a trusted and sought-after collaborator in the Pacific, with partnerships at the highest levels of government, and is recognized for its agile and adaptive management capacities. Its role during the COVID-19 pandemic and after cyclone Harold led to the waiver of transfer fees by telecom companies, resulting in increased 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 COVID-19-induced economic shocks. In Vanuatu, the digitization 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. Second, the proven track record of UNDP in mobilizing funding from vertical funds boosted government demand for environmental programming. In terms of effectiveness, the breadth of the UNDP climate change portfolio successfully addressed 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 achievements in demonstrating approaches such as 'Ridge to Reefs', which provided data for decision-making through the implementation of concrete activities that increased the appetite of countries for integrated resource management work.
- 11. The evaluation made special mention of UNDP comparative advantages in its ground presence in and long-term relationship with the Pacific Island Countries and Territories, including through its recent 'Rising Up for SIDS' offer, its openness to joint programming, and its ability to capitalize on the technical skills of its partners. In the preceding cycle, there were more than 80 joint United Nations programmes; UNDP was a partner in almost half of them.
- 12. To further strengthen effective governance, the evaluation recommended scaling up UNDP interventions to promote effective governance in strengthening transparency and accountability, rule of law, access to justice, and effective approaches to combating corruption. The independent evaluation noted that UNDP is well positioned to assist with its knowledge, global experience, and networks in promoting 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 the UNDP comparative advantage, this can include (a) addressing gaps in laws, policies, systems, and strategies; (b) augmenting technical skills, explicit knowledge, and methodologies; (c) reducing gaps in organisational structure; (d) improving and regulating operational capacities; and (e) introducing or enhancing adaptive capacities.
- 14. Key UNDP strategies to support the Cooperation Framework of the Pacific will be to:
 - (a) strengthen partnerships across the United Nations system, drawing on entities' complementary strengths to deliver stronger results;

- (b) leverage partnerships with regional bodies, including with the agencies of the Council of Regional Organizations of the Pacific;
- (c) nurture experimentation and foresight capabilities through the Accelerator Labs Network;
- (d) buttress capacities for improved evidence-based policy analysis, reframe 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 the comprehensive on-ground presence of UNDP across the 14 Pacific Island Countries and Territories;
- (h) address the intersecting forms of deprivation, disadvantage, and discrimination faced by women and girls; and
- harness solidarity, based on the 2022 Pacific roundtable, on scaling up South-South and triangular cooperation in the Pacific Islands to accelerate achievement of the Sustainable Development Goals in the post-COVID-19 environment.

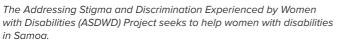


Photo: UNDP

II. Programme priorities and partnerships

- 15. This 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 specific to the Pacific Island Countries and Territories.
- 16. The vision of the Cooperation Framework is that all people in the Pacific, leaving no one behind, are equal and free to exercise their fundamental rights, enjoy gender equality and peace, resilient to existential threats, and live 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. Pursuant to recommendations of the quadrennial comprehensive policy review of the United Nations system, UNDP will build national ownership and durable partnerships to deliver coherent, integrated development solutions that maximize impact. While strengthening national statistical capacities, UNDP will deploy its expertise to advance innovative policy solutions, integrated data analytics and foresight, and system-wide offers on evidence-based programmatic approaches. UNDP remains committed to 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, worsened by distance from markets and high transportation costs. 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 help identify those at risk of being left farthest behind in each intervention.

OUTCOME 1. 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; and 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 will reduce pollution and biodiversity loss. The six UNDP signature solutions will be applied to all initiatives.
- 20. UNDP will support the Pacific Island Countries and Territories in strengthening and implementing their nationally determined contributions under the Paris Agreement, with better analysis of the 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 partnerships with the International Organization for Migration (IOM), the United Nations Peacebuilding Fund 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 incorporate 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 Boe Declaration and Action Plan.
- 21. UNDP will support countries and territories in the Pacific in addressing energy security challenge by collaborating with governments and partners to formulate policies and instruments that facilitate the



PFIP's informal sector pilot pension project in Vanuatu with the Vanuatu National Provident Fund. Throughout the Pacific, the informal sector isn't included in national pension schemes hence PFIP worked on an innovative approach to getting them to save for retirement. PHOTO: PFIP/John Rae

application of low-carbon renewable energy and energy-efficiency technologies and measures. Initiatives will include sustainable transport; training of local experts in 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 Brazil, Costa Rica, India, Indonesia, Morocco, Thailand, and Uruguay will be sought to facilitate finance and ensure the affordability of renewable energy.

22. UNDP will scale up 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-governmental organizations, and the private sector. As noted in the independent evaluation, the success of UNDP in disaster response and preparedness was due largely to its ability to leverage South-South cooperation, mainstream disaster risk reduction through national and subnational strategies, leverage resources from multiple projects towards common goals, and use data for disaster risk reduction. Integrating these lessons, efforts will be made to use climate change and disaster risk finance to increase the resilience of public investments and modify development finance to reduce disaster and climate risks, working with the United Nations Office for Disaster Risk Reduction, the Government of Japan, and

vertical funds. UNDP will help the authorities to operationalize these plans and priorities using gender-sensitive, risk-informed approaches, 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 oceanbased climate action and disaster prevention and circular economy activities. In partnership with the Food and Agriculture Organization (FAO) and UNEP, UNDP will 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' in its effort to enhance integrated natural resource management. UNDP will work with FAO and the World Food Programme to strengthen sustainable food systems. This will generate environmental benefits for climate change mitigation, biodiversity conservation, and land degradation, as well as contribute to food security, livelihoods and climate resilience, and better health and nutrition, responding particularly to the growing challenge of noncommunicable 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 person is left behind.

OUTCOME 2. 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 jobs 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 in accordance with their potential. Important determinants of progress towards shared prosperity in the region are the enhancement of social protection, advancement of women's and youth's economic empowerment, and adoption of a human rights approach to growth. Initiatives will apply UNDP signature solutions 2, 3, 5 and 6.

- 26. To support vulnerable groups in 'bouncing back better' after the recent socio-economic crises, UNDP will work the International Labour Organization (ILO) and UNICEF to develop social protection solutions for those who have high exposure to multiple risks and lack 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 in developing policies and regulations that assist small and medium enterprises, especially those within the blue-green and circular economy and those owned by women and youth. Support will aim at improving their financial competencies, access to credit, and 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 investments in e-governance to boost ease of doing business.
- 28. In partnership with governments, regional organizations and the private sector, UNDP 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) sustainably and equitably harnessing opportunities for enhanced or new economic activity. In partnership with UNEP and UNCDF, UNDP will focus on finding solutions for fisheries, aquaculture, renewable energy, shipping, waste management, tourism, and marine protection. South-South cooperation, with Belize, Cape Verde, Indonesia and Seychelles, will be sought to expand knowledge about blue-economy demonstration zones and coordination between marine and land economy policies.
- 29. UNDP will scale up efforts with governments, UNCDF, the Sustainable Development Goals Fund and international financial institutions to leverage private sector engagement to explore new sources of blue and green finance. These will include support to 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 leveraging resources through capital markets. UNDP will expand partnerships and build into its support the lessons learned from the UNDP-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,



home biogas systems, funded under the UNDP GEF Small Grants Programme.

Photo: UNDP

the Global Fund for Coral Reefs, and the United Nations Joint SDG Fund, leveraging philanthropic and development finance to mobilize commercial investments and promote the financial sustainability of coral reef conservation and reef-positive livelihoods. UNDP will support the Pacific Island Countries and Territories in developing integrated national financing frameworks and risk-informed strategies to mobilize public and private financing and investment aligned to the Sustainable Development Goals, climate action, and national development priorities.

30. To ensure an inclusive recovery pathway from the economic shocks of the COVID-19 pandemic, UNDP will explore debt management strategies, nature-positive financing, climate budgeting, and innovative financing options. UNDP will leverage partnerships with the private sector, particularly insurance companies and sovereign wealth holding a 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. In partnership with ESCAP, UNDP will support accelerated action for implementing the 2030 Agenda, while monitoring progress and identifying innovative policies to 'build back better'.

OUTCOME 3. 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 subnational 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 that 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, the 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 in the 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, boost accountability and transparency, and enable effective decision-making. Alongside supreme audit institutions and parliaments, civil society will play a significant oversight role in social accountability initiatives. In aiding better health governance, UNDP, in partnership with Global Fund for AIDS, Tuberculosis and Malaria, will ensure the provision of treatment services to all people living with HIV. To ensure access to justice for the most marginalized, UNDP, in partnership with OHCHR, will continue to invest in expanding legal awareness – especially among the marginalized – 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, which laid the foundation for digital transformation by undertaking country-specific comprehensive digital readiness assessments. UNDP will support the 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 that empower people to retain their data rights, ensure informed participation in the digital space, and create digital solutions for communication between government and citizens.

- 34. To facilitate more inclusive governance mechanisms that empower women and youth to become leaders across all domains, UNDP will foster wide-ranging partnerships, including with political parties and with UN-Women, to support investments in expanding the 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 scale up existing national dialogue and civic education strategies bringing together officials and communities, especially women and youth. This will contribute to building consensus around complex issues such as gender-based violence and ways to maximize 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 that address misinformation, disinformation and 'hate speech', while ensuring that free-speech rights 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 OHCHR 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 strengthen institutions to effectively address gender-based violence.
- 36. South-South partnerships will be forged on such themes as anticorruption, parliamentary development, public funds management and elections – with countries of similar contexts, particularly Bangladesh, Indonesia, Maldives, Nepal, Papua New Guinea, Rwanda, South Africa, and Timor-Leste.
- 37. Volunteerism ensures that no one is left behind. Across outcomes, UNDP will work with United Nations Volunteers and civil society to build partnerships between local volunteer groups and United Nations entities. This will aid people-centred implementation of the Cooperation Framework and strengthen UNDP strategies to increase citizen participation.



III. Programme and risk management

- 38. This multi-country programme outlines UNDP 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 the country level. Accountabilities of managers at the country, regional and headquarters levels with respect to country programmes is prescribed in the UNDP 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. The Harmonized Approach to Cash Transfers will be used in a coordinated fashion with other United Nations organizations 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 multi-country offices 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 longterm development outcomes, with an emphasis on sustainability and scalability of results.
- 41. The multi-country offices will adopt a portfolio approach to ensure that interventions create value for money through an effective policy-practice nexus, fieldwork-based feedback loops, and effective collaboration among outcome areas and between programme and operations. The multi-country offices will leverage the global policy network, the regional innovation centre and the 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 social protection measures for members of disadvantaged groups.
- 43. At the outset of the programme, UNDP, along with United Nations and government partners, will develop a business continuity strategy and establish thresholds to trigger programme adjustments, including reallocation of resources. The UNDP Enterprise Risk Management Policy will be used to identify, manage, and mitigate risks. This will include a system for monitoring resource mobilization targets.



- 44. To manage risks, forecast anticipatory measures and responses, and support processes of monitoring portfolio-level impact, will be put in place. Analytics will be deployed for relevant data creation, curation, storage and sharing capabilities. Project design will include mitigation measures to address potential implementation slow-downs due to limited in-country capacities and operational challenges. The two multi-country offices will systematically invest in strengthening programme management capacity to address issues and risks amplified by the growth of the portfolio, as recommended by the recent Fiji multi-country office 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. Multi-country offices will ensure that 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 multi-country offices, moving away from mechanical approaches and towards dismantling structural barriers to gender equality. UNDP will continue to use the gender marker and improve its performance on the gender seal initiative. At least 20 per cent of the budget will be invested in gender interventions.

World Aids Day commemoration in Tarawa, Kiribati. Photo: UNDP

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 I (2023-2027)



- 47. This programme contains a combined results and resources framework for the Fiji and Samoa multi-country offices, 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, and 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 Sustainable Development Goals, and this programme. Aside from strengthening national statistical systems, this will reinforce resultsbased processes, utilize innovative data collection and monitoring methods to identify and better target those at risk of being left behind, and capture transformative results.

Farmers in Fiji now have access to an information one stop shop through the launch of a first of its kind in the Pacific – mobile App. The PacFarmer App is a mobile based digital platform for Fijian farmers and can also be used during times of disasters to push relevant weather information that could be critical in farmers to determine when to move their families and livestock to higher ground thus mitigating some of the impact and costs related to natural disasters. Photo credit: PFIP/John Rae

22 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 I (2023-2027)

- 49. To address challenges due to geographical isolation, UNDP may partner with local civil society organizations and the 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 agile, transparent, accountable, and based on best practices.
- 50. Country-level project design appraisal committees, to include civil society and donor partners, will be convened by governments to ensure alignment with outcomes, minimize duplication, and maximize opportunities for joint programming with United Nations partners. Each of the 14 Pacific Countries and Territories will convene an annual programme review, bringing in major government and nongovernment counterparts, to assess progress against annual country targets enumerated in the multi-country programme document and plan future programming to ensure alignment with national development priorities. The multi-country offices 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. Recommendations from the evaluations will be utilized as a horizon-scanning knowledge base for pipeline development and adaptive management of this programme, and will 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 and will make results and lessons learned available to diverse audiences.

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



CONTENT

ANNEX

AIE

A. Results and Resources Framework



ANNEX: Results and resources framework

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RELATED STRATEGIC PLA	N OUTCOME:	
COOPERATION FRAMEWORK OUTCOME INDICATORS	DATA SOURCE, FREQUENCY	INDICATIVE COUNTRY PROGRAMME OUTPUTS
Indicator 1.1. Number of countries with increased forest area as a proportion of total land area Baseline (2021): 5 Target (2027): 10	Data source: State environment report Frequency: Biannual	OUTPUT 11. Enhanced gender-responsive actions on climate change adaptation, mitigation, and climate security across sectors implementedIndicator 11.1. Number of effective initiatives undertaken to accelerate implementation of nationally determined contributions under the Paris Agreement (refer IRRF 1.1.2)Baseline (2021) Baseline (2027) Data source:Fiji MCO: 24 Ministerial reports, submissionsIndicator 11.2. Amount (megawatts) of renewable energy capacity installed (refer IRRF 5.2)Baseline (2021) Baseline (2021)Fiji MCO: 5 Samoa MCO: 0 Target (2027)Baseline (2021) Target (2027)Fiji MCO: 36 Samoa MCO: 0 Target (2027)Data source:Global Environment Fund dashboardIndicator 11.3. Number of people directly benefiting from initiatives to protect nature and promote sustainable use of resources (refer IRRF 4.1.1)Fiji MCO target (2027) Male: 200,301Female: 176,599 Male: 200,000 Male: 500,000Data source:Government annual reports



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.

Resilience built to respond to systemic uncertainty and risk

MAJOR PARTNERS	ESTIMATED COST (in \$ thousands)
Government partners Government ministries and departments of the 14 countries covering climate change, disasters, emergencies, energy, environment, finance, fisheries, natural resources, planning, and security, and central government organizations	Fiji multi-country office (MCO) Regular: 4,665.5 Other: 182,798.974
United Nations partners UNEP, IOM, UN-Women Office for the Coordination of Humanitarian Affairs (UNOCHA) United Nations Office for Disaster Risks Reduction UNICEF, UNCDF United Nations Office for South-South Cooperation (UNOSSC) World Bank Asian Development Bank Asian Infrastructure Investment Bank	Samoa MCO Regular: 1,185 Other: 37,314.975
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, Multi-Partner Trust Fund	
Regional partners Council of Regional Organizations in the Pacific agencies	
Civil society organizations 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	

COOPERATION FRAMEWORK OUTCOME INDICATORS	DATA SOURCE, FREQUENCY	INDICATIVE COUNTRY PROGRAMME OUTPUTS	
Indicator 1.2. Number of countries with increased population accessing electricity Baselines (2021): 11 Target (2027): 14	Data source: Pacific data hub Frequency: Annual	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: 11Samoa MCO: 65Target (2027)Fiji MCO: 31Samoa MCO: 95Data source:Evaluation reportsIndicator 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: 44Samoa MCO: 8Target (2027)Fiji MCO: 90Samoa MCO: 11Data source:Weather-Ready Pacific report	
Indicator 1.3. Number of countries with reduced greenhouse gas emissions per capita Baseline (2021): 3 Target (2027): 7	Data source: World Bank Frequency: Biannual	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 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	

MAJOR PARTNERS	ESTIMATED COST (in \$ thousands)



COOPERATION FRAMEWORK OUTCOME INVOLVING UNDP #2:

RELATED STRATEGIC PLAN OUTCOME:

COOPERATION FRAMEWORK OUTCOME INDICATORS	DATA SOURCE, FREQUENCY	INDICATIVE COUNTRY PROGRAMME OUTPUTS
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 benefiting 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 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) 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 benefiting from by disaster and climate risk insurance through UNDP support (refer IRRF outcome 3 indicator) Baseline (2021) Fiji MCO: 0 Target (2027) Fiji MCO: 0 Figue 4 Figue 4

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

Structural transformation accelerated, particularly green, inclusive, and digital transitions

MAJOR PARTNERS	ESTIMATED COST (in \$ thousands)
 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 14 Pacific countries and territories United Nations partners ILO, UN-Women, UNCDF, UNOSSC Donor partners European Union, Governments of Australia, India, New Zealand, United Kingdom Multi-Partner Trust Fund Regional partners Council of Regional Organizations in the Pacific agencies Civil society organizations, 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 	Fiji MCO Regular: 1,866.2 Other: 54,751.008 Samoa MCO Regular 355,550 Other 11,194.493

COOPERATION FRAMEWORK OUTCOME INDICATORS	DATA SOURCE, FREQUENCY	INDICATIVE COU	UNTRY PRO	GRAMME OUTPUTS
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	OUTPUT 2.2. Policy frameworks and financing available to leverage the potential of blue-green economyIndicator 2.2.1. Number of countries that have developed integrated and inclusive blue-green economy strategiesBaseline (2021)Fiji MCO: 1Samoa MCO: 0Target (2027)Fiji MCO: 4Samoa MCO: 2Data source:Relevant ministries		ries that have developed een economy strategies Samoa MCO: 0 Samoa MCO: 2 stries
		regulatory assessm Baseline (2021) Target (2027) Data source: Indicator 2.2.3. Vo blue-green recover Baseline (2021)	nents for acces Fiji MCO: 1 Fiji MCO: 5 Innovative fina olume of invest ry pathways (re Fiji MCO: \$18 Samoa MCO:	million \$10.7 million
Indicator 2.3. Number of countries with increased approved budget for achieving the Sustainable Development Goals(SDGs)	Data source: Government expenditure reports and budget analyses	Data source: OUTPUT 2.3. Generate achieve	ement of the S	\$13.2 million onomy mechanisms in place to SDGs and monitor progress
Baseline (2021): 1FrequenceFarget (2027): 13Annual	Frequency: Annual	task force for accel Baseline (2021) Target (2027) Data source:	leration of ach Fiji MCO: 1 Fiji MCO: 6 Regional task	itions adopted by the regional ievement of SDGs Samoa MCO: 0 Samoa MCO: 1 force meeting reports tries which have formulated
		gender-sensitive In Baseline (2021): Target (2027) Data source:	tegrated Finar Fiji MCO: 1 Fiji MCO: 4 Government p	ncing Frameworks Samoa MCO: 1 Samoa MCO: 2 publications
		Voluntary National Baseline (2021) Target (2027)	Reviews (refer Fiji MCO: 10 Fiji MCO: 18	tries that have completed r IRRF 1.1.3) Samoa MCO: 1 Samoa MCO: 2 ional Review reports

MAJOR PARTNERS	ESTIMATED COST (in \$ thousands)



COOPERATION FRAMEWORK OUTCOME INVOLVING UNDP #3:

RELATED STRATEGIC PLAN OUTCOME:

COOPERATION FRAMEWORK OUTCOME INDICATORS	DATA SOURCE, FREQUENCY	INDICATIVE COUNTRY PROGRAMME OUTPUTS
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 anticorruption measures are integrated into the management of public resources (refer IRRF 2.1.1) Baseline (2021) Fiji MCO: 2 Target (2027) Fiji MCO: 3 Data source: Supreme audit institutions and ministries Rating scale 1 = Inadequate 2 = Partial 3 = Moderate 4 = Largely 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: 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 (IRRF 1.4.1) Baseline (2021) Fiji MCO: 90%, of whom 40% are women Target (2027) Fiji MCO: 90%, of whom 50% are 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 Samoa MCO: 16 Data source: Ministerial Reports, civil society



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.

No-one left behind centering on equitable access to opportunities and a rights-based approach to human agency and human development

MAJOR PARTNERS	ESTIMATED COST (in \$ thousands)
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 United Nations partners UN-Women, OCHA, UNOSSC, OHCHR, UNODC, IOM, UNICEF, UNFPA	Fiji MCO Regular: 2,799.3 Other: 128,119.018 Samoa MCO Regular: 2,410.5 Other: 26,675.482
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 Organizations. Pacific Disability Forum	
Other partners National Human Rights Institute National University of Samoa	

COOPERATION FRAMEWORK OUTCOME INDICATORS	DATA SOURCE, FREQUENCY	INDICATIVE COUNTRY PROGRAMME OUTPUTS	
Indicator 3.2. Number of countries with increased individuals using the internet Baseline (2021): 3 Target (2027): 14	Data source: World Bank Frequency: Annual	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 partnershipsin place to advance women's political leadership andparticipation (refer IRRF 6.2.2)Baseline (2021)Fiji MCO: 4Samoa MCO: 2Target (2027)Fiji MCO: 8Samoa MCO: 3Data source:Civil society and media	
		Indicator 3.2.2. Number of procedural reforms adopted by electoral management bodies (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, accountable law-making and oversight (refer IRRF 2.4.1) Baseline (2021) Fiji MCO: 3 Samoa MCO: 1	
		Target (2027)Fiji MCO: 6Samoa MCO: 2Data source:Hansard, annual reports of parliaments	
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	Data source: World Bank Frequency: Biannual	OUTPUT 3.3. State-society relationships are more resilient to stressors and are inclusive in relation to women, youth, and people with disabilities	
	Derinder	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)	
national distributions, by sex, age, persons with disabilities		Baseline (2021) Fiji MCO: 6 Samoa MCO: 2 Target (2027) Fiji MCO: 10 Samoa MCO: 6	
and population groups Baseline (2021): 7		Data source: Universal Periodic Review shadow reports	
Target (2027): 12		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: 1Samoa MCO: 1Target (2027)Fiji MCO: 2Samoa: 2Data source:Ministerial reportsRating 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	

MAJOR PARTNERS	ESTIMATED COST (in \$ thousands)



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