

Review of Priorities and Programmes in the Pacific: Mapping of Donors and other Partners

**ILO Tripartite Technical Meeting on Decent Work:
Pacific Island Countries
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Acronyms

ADB	Asian Development Bank
AUD	Australian dollar
AusAID	Australian Agency for International Development
CROP	Council of Regional Organisations in the Pacific
DWCP	Decent Work Country Programme
EC	European Commission
EU	European Union
ILO	International Labour Organization
JICA	Japanese International Cooperation Agency
LDCs	Least Developed Countries
MDGs	Millennium Development Goals
MoU	Memorandum of Understanding
NGO	Non-governmental organisation
NZAID	New Zealand Agency for International Development
OSH	Occupational Safety and Health
PICs	Pacific Island Countries
PIFS	Pacific Islands Forum Secretariat
PIPSO	Pacific Islands Private Sector Organisation
RMP	Regional Maritime Programme
SPC	Secretariat of the Pacific Community
TORs	Terms of reference
TVET	Technical and vocational education and training
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children Fund
USP	University of the South Pacific
WHO	World Health Organisation

1. Introduction

This paper¹ presents an overview of the activities of the major bilateral and multilateral donors and regional and international organisations in the Pacific region with a view to identifying (a) areas of common interest and potential collaboration with the ILO and (b) possible funding sources for ILO's activities in the Pacific region. The study draws on the following sources: (a) information obtained during face-to-face consultations with donor agencies, international and regional organisations during fieldwork in Fiji between 11 October and 2 November 2007 (see Annex 1 for a list of people and organisations consulted); and (b) secondary sources including reports and documents on the activities of donors, international and regional organisations.

The selection of partners for face-to-face consultations was made in consultation with ILO, Suva. Appointments were organised by the ILO Office in Suva. Due to other commitments of representatives of some organisations in conjunction with time limitations for this study, it was not possible to consult with all the organisations that the author of this study had initially planned.

¹ This paper was prepared by Dr. Carmen Voigt-Graf of the University of the South Pacific, Suva, Fiji Islands. The views expressed in the paper are those of the author and do not necessarily reflect the views of the ILO.

2. Opportunities for collaboration and funding

A. UN agencies

UNDAF in the Pacific

The United Nations Development Assistance Framework is a planning framework for the development operations of the UN system at the country level. The UNDAF defines common objectives, common strategies for development assistance, a common timeframe for design and follow-up, programme resources framework and business plan of the United Nations. The UNDAF process ensures that the activities of various UN agencies are coordinated. The UNDAF is preceded by the Common Country Assessment (CCA) the objective of which is to achieve deeper knowledge of key development challenges.

Since the UN Country Team in Fiji covers ten countries and given the difficulties of preparing CCAs and UNDAFs at the same time, CCAs and UNDAFs were undertaken only for Kiribati, Solomon Islands, Tuvalu and Vanuatu for the period 2003 to 2007 (United Nations, 2002a, 2002b, 2002c, 2002d). In addition, an UNDAF was undertaken for Papua New Guinea by the UN Country Team in Papua New Guinea.

For the next UNDAF cycle (2008 – 2012) a joint UNDAF was undertaken by both UN Country Teams of Samoa and Fiji. This UNDAF is a planning framework for the regional level as well as the national level for the five LDCs in the region. It builds on various development plans including the Pacific Plan, national MDG reports and national development strategies. The expected outcome of the joint UNDAF is that the UN will partner as one team over the five year period 2008 – 2012 in support of human rights and sustainable development. The UNDAF identified the following priorities (UN Development System, 2007):

1. Equitable economic growth and poverty reduction;
2. Good governance and human rights;
3. Equitable social and protection services;
4. Sustainable environmental management.

The ILO is listed as a partner in most programme outputs under the priorities “equitable economic growth and poverty reduction”, “good governance and human rights” and “equitable social and protection services”. ILO is the lead partner in the output “enabling environments support employment friendly micro-small- and medium-sized enterprises” under the first objective. In short, the UNDAF has identified ILO as an important partner in three of the four objectives and the lead partner in one output. This presents an excellent framework for ILO’s cooperation with other UN agencies over the five year period 2008 – 2012.

The UNDAF stakeholders meeting in Suva in May 2007, during which the joint UNDAF was presented, also identified the importance of focused activities dealing with the rapid growth in the youth population of PICs. Since joint programming for young people was a strong demand indicated by countries during national consultations, the UN system will assess how it can add value to ongoing regional and national-level initiatives in the area. A joint programme of youth has been approved and discussions are underway to determine how it will be designed and coordinated. These discussions present an opportunity for ILO to take an important role in the tackling of youth unemployment issues in the region.

On-going programmes that will be included in the joint programme will include the new ILO implemented programme “Education, employability and decent work for youth”, the TALAVOU programme on youth in Samoa and a planned project on “Youth, Economic Empowerment and Peace-Building” in the Solomon Islands (ILO, 2007).

The United Nations Country Programme Papua New Guinea 2008 – 2012 identified five areas of UN cooperation with Papua New Guinea (Government of Papua New Guinea and United Nations Development System, 2007), taking into account UN’s comparative advantage and track record as well as the national development context:

- Improved governance and crisis management;
- Foundations for human development;
- Sustainable livelihoods and population;
- Gender; and
- HIV and AIDS.

The only priority area under which ILO is specifically listed as a partner is “gender”. Under this priority it is foreseen that ILO cooperates with other UN agencies to revise the women’s policy in order to align it with the framework of the Beijing and National Platform of Action. ILO is also foreseen to cooperate with UNDP to ensure that the Government ratifies ILO conventions.² It appears that there might have been scope for ILO involvement under the “sustainable livelihoods and population” priority. It is suggested that this possibility be explored, even though ILO is not listed as a partner in achieving this objective.

In the Papua New Guinea UNDAF (referred to as the UN Country Programme (UNCP), 2008 - 2012), child and youth development are covered under the section on “foundations for human development”. In following up to the *Papua New Guinea Youth Summit* convened in October 2006, and in recognition that almost 40 per cent of the population comprise young people, the Government has proposed that a specific component of the UNCP be devoted to youth and the development of policies, programmes and monitoring systems to support their development and participation in economic and social development. Proposed UN support will be in the areas of education and vocational training, sports, arts and crafts, culture and employment. It will also include continued support for improved reproductive health, particularly relating to sexual health and HIV/AIDS. It is important that ILO be involved in discussions on the UN support in this field and to establish an important role, particularly in the areas of vocational training and employment.

To sum up, ILO actively participates in the CCA and UNDAF processes in the Pacific. ILO is mentioned in as a partner in the 2008-2012 UNDAF for the Pacific subregion and the 2008-2012 UNCP for Papua New Guinea. However, the ILO generally aims to mainstream its “Decent Work” agenda into UNDAFs, none of the two UNDAFs in the Pacific explicitly mention “Decent Work”. The UNDAFs have identified opportunities and potential partners for ILO’s involvement in the Pacific region. The challenge now lies in following through with the implementation. There is also the potential for ILO to become involved in areas where ILO has not been included as a partner in the UNDAF. For instance, in the UNDAF for the Pacific subregion, it is proposed that employment generation in Kiribati be supported with the partners ADB and AusAID (United Nations Development System, 2007). It is also proposed that social

² In contrast to the 2008-2012 programme, ILO was not mentioned as agency in any of the indicative outputs under the three objectives of the 2003-2007 UNDAF in PONG (UN, 2002d).

security services for vulnerable groups are implemented by SPC and AusAID. Since these fall into ILO's area of expertise, it is suggested that ILO take a proactive approach in discussing ILO's potential involvement in these fields.

Given the recognition that employment is a key element in the poverty reduction agenda, and particularly for young people, there are clear opportunities for the ILO in the Pacific including Papua New Guinea to spearhead the UN's role in promoting employment, and in particular for youth. ILO's involvement under the UNDAF would be facilitated if the cycles of DWCPs and UNDAFs were harmonised.

UNDP

a) UNDP's activities in the Pacific

The Fiji Multi-Country Office is responsible for UNDP's national programmes in Fiji, Federated States of Micronesia, Kiribati, Nauru, Palau, Marshall Islands, Tonga, Tuvalu, Solomon Islands and Vanuatu. UNDP also maintains offices in Samoa and Papua New Guinea. The priorities of UNDP in Fiji are closely aligned to UNDP's global focus on equitable economic growth and the MDGs, good governance and human rights and environmental sustainable management. Except for a regional HIV/AIDS programme, the Fiji Multi-Country Office works on national level programmes, while the UNDP Pacific Office in Suva is responsible for UNDP's regional programmes.

In general, UNDP's programmes are demand driven by national governments. Hence, UNDP's future activities in the region depend on government priorities. The main goals of UNDP in the region can be summarised as poverty reduction and the MDGs; good governance and human rights; environment and sustainable management; and crisis prevention and recovery. UNDP makes comprehensive use of the UNDAF documents that have been developed for several PICs for the new funding cycle 2008 to 2012.

b) Collaboration between UNDP and ILO

There has been some collaboration in the recent past between UNDP and ILO in the Pacific region. ILO collaborated with UNDP Samoa on two projects in Samoa. The "**Samoa Qualifications Authority**" was set up jointly by UNDP and ILO. In the joint programme "**Self Reliance Programmes for Youth to Alleviate Poverty**", the "Walking out of Poverty" of Fiji was adopted in Samoa. Finally, ILO in collaboration with UNDP Papua New Guinea has run the "**HIV/AIDS in the Workplace**" project.

Finally, at the beginning of 2007, the UNDP Multi-Country Office in Suva collaborated with ILO in a project titled "**National Retirement Benefits Fund**" – the development of a feasible pension scheme for private sector employees in Tonga including developing of the legislative framework. During consultations with UNDP for this study, it became apparent that not having ILO technical specialists based in the PICs can be one of the constraints for such joint collaborations.

Another joint project was planned in Fiji in 2006, and UNDP and ILO finalised a project document on employment generation in Fiji to this end. Funding was committed by both the Fiji Government and UNDP, with the implementation to be undertaken by UNDP and ILO. However, following political instability in Fiji, the interim government has recommitted the government money. According to UNDP, there is scope for the project to be revived with the assistance of the Fiji Government.

The UNDP Multi-Country Office in Suva expressed great interest in closer and more frequent consultations with ILO. The UNDP office has developed so-called “country programme notes” which were circulated in October 2007 among donors and other UN agencies, including the ILO Office in Suva. These notes formulate UNDP’s priorities for several PICs, as well as potential collaboration areas with other agencies³. UNDP has also invited comments on these country programmes from other agencies. The ILO Office could see this as an excellent opportunity to actively engage in discussions and consultations with UNDP and proactively identify areas of possible collaboration between the two agencies.

UNICEF

a) UNICEF’s activities in the Pacific

UNICEF maintains a subregional office in Fiji with field offices in the Solomon Islands (combined with UNDP), Vanuatu and Kiribati. UNICEF has a core budget from its own resources, making up about two fifths of its total budget. The main donors for UNICEF in the region are AusAID, NZAID, EU and JICA. The regional office in Bangkok as well as headquarters in New York offer technical assistance. UNICEF is largely driven by country policies and has identified three priority countries, namely Kiribati, Solomon Island and Vanuatu.

UNICEF has developed a draft country programme document for the Pacific Island Countries, covering 2008 to 2012 for the new funding cycle in line with the UNDAF (UNICEF Pacific 2007a). The overall goal of the UNICEF Pacific programme of cooperation 2008-2012 is to support the Governments of 14 PICs in progressively realising child rights in accordance with national development strategies, the UNDAF, MDGs, Millennium Declaration and *A World Fit for Children* goals.

UNICEF’s Pacific programme in 2008-2012 has five major components:

1. Health and sanitation in all 14 countries;
2. Education in at least the three priority countries: This component will expand beyond the early childhood into the full primary system, both formal and non-formal;
3. HIV/AIDS among the most at-risk population in at least Fiji, Tuvalu and the three priority countries;
4. Child protection in at least Fiji, Kiribati, Samoa, Solomon Islands, Vanuatu: This component aims at preventing child exploitation through legislation, welfare and justice systems, societal and behavioural change;
5. Policy advocacy, planning and evaluation programme (PAPE): This programme will support the development of social and economic policies that are evidence-based and progressively address the rights of children, youth and women through inclusive mechanisms in at least the three priority countries. PAPE is an indication of UNICEF’s increasing move upstream into policy development and legislation.

³ This document has not been made available by ILO to the author of this study and can therefore not be analysed.

b) Collaboration between UNICEF and ILO

UNICEF has collaborated closely with UNFPA and UNDP. It is also currently working on a study on domestic violence with SPC and UNIFEM. While ILO and UNICEF have not jointly worked on projects, a dialogue between the agencies is underway. UNICEF support ILO's conventions and has a strong interest in young people's employment. UNICEF recognises ILO as an important partner in its Pacific programme, specifically in the area of child protection. ILO is also recognised as a partner at the regional level in the PAPE concept paper of September 2007 (UNICEF Pacific 2007b). ILO and UNICEF have signed a MoU to work on child protection with ILO's interest being in the area of child labour and UNICEF's in the area of children's rights. The agencies are in the phase of developing a programme to conduct child labour surveys in various countries.

During consultations with UNICEF, the following additional areas of common interest and potential collaboration were identified:

- **Education:** There is a potential overlap of UNICEF's programme with ILO in the area of developing curricula for employment;
- **HIV/AIDS:** While UNICEF works largely with NGOs in this area, there is possible overlap with ILO's work on HIV/AIDS in the workplace;
- **Social security:** UNICEF is increasingly interested in social security policy, demonstrated by having moved into researching and analysing poverty. In the future, it is envisaged that UNICEF will work in the social security area, focussing on children and parents, while ILO's focus is income security.

It is recommended that ILO maintain close dialogue with UNICEF on the areas of common interest under UNICEF's Pacific programme over the next five years. There is potential to identify common projects, particularly under the two components HIV/AIDS and education. With UNICEF's new funding cycle about to start, this is an excellent time for ILO to engage into a dialogue with UNICEF.

UNFPA

a) UNFPA's activities in the Pacific

Following the UNDAF cycle, UNFPA's next five-year cycle will run for 2008-2012. When consulted for this study, UNFPA was still preparing the programme document for the next cycle. UNFPA's regional office in Fiji covers Cook Islands, Fiji, Federated States of Micronesia, Kiribati, Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu, Vanuatu plus the small states of Tokelau, Nauru, Niue and Palau. There is a separate country office in Papua New Guinea. UNFPA provides programmes, technical advice, products (including training manuals, condoms, other materials) as well as funding for projects. Many technical advisors that are used within the Pacific are based in Suva.

b) Collaboration between UNFPA and ILO

ILO and UNFPA run a common project in Fiji and Solomon Islands "**Men as partners in reproductive health**". ILO's interest in the project is in gender equality, HIV/AIDS and STI awareness while UNFPA's interest is in improving reproductive health. In the past most programmes on reproductive health targeted women whereas men had not been recognised as

equal partners. The aim of the joint UNFPA/ILO project is to engage men in reproductive health, family life and responsibilities at home. UNFPA decided to involve ILO in this project because of ILO's networks that would be used to target men in the workplace. ILO managed to bring to the table employers and trade unions. UNFPA provides funding for the project including for a full-time staff member for ILO and also provides technical support. ILO provides the networks and implements the project. Under the next five year cycle, UNFPA has committed core funds to the continuation of the "Men as partners in reproductive health" project for another three years. The expansion of the project to Vanuatu is also planned.

During consultations with UNFPA, the following additional areas of common interest and potential collaboration were identified:

- **Gender:** UNFPA aims at preventing gender based violence and advocates gender equality. UNFPA completed a study on gender based violence in Samoa and is now working on interventions and policies. It is planned to conduct similar studies in Solomon Islands and Kiribati;
- **Family planning:** ILO's networks could be used for education of family planning in the workplace.

While ILO had identified surveys and data analysis as an area where ILO's statistics section could offer expertise to UNFPA, consultations with UNFPA showed that there was little need for ILO's expertise in this area as UNFPA uses SPC's expertise and also provides funding to SPC.

WHO

An agreement exists between ILO and WHO about a broad understanding on collaboration. A joint effort to promote a health insurance scheme in Fiji has not had any positive outcome. However, there are three areas of common interest that potentially offer scope for collaboration:

1. HIV/AIDS;
2. OSH;
3. Health insurance schemes.

Bilateral donors

ILO's limited budget requires it to attract donor funding for its activities. However, it appears that the ILO Office in Suva has not been able to establish close networks with bilateral donors, apart from engaging in occasional dialogues. The three largest donors in the region are AusAID, NZAID and the EU. AusAID has never funded any ILO project outside of Papua New Guinea where it has provided funding for ILO's SIYB programme. NZAID has also never funded any ILO activities in the region. The EU is about to fund the project "Tackling child labour through education". This is a global project which also covers the two Pacific countries of Fiji and Papua New Guinea.

AusAID

a) AusAID's activities in the Pacific

AusAID is a major donor in the Pacific region funding a wide range of activities (see www.ausaid.gov.au, and AusAID, 2004). Table 1 provides an overview of AusAID's main activities by country.

Table 1: AusAID's focal sectors by country

Country	Focal sectors
Fiji	<ul style="list-style-type: none">• Health• Education• Law and justice
Kiribati	<ul style="list-style-type: none">• Education• Vulnerability reduction• Public sector management
Marshall Islands	<ul style="list-style-type: none">• Education and training
Papua New Guinea	<ul style="list-style-type: none">• Governance• Sustainable economic growth• Service delivery• HIV/AIDS
Samoa	<ul style="list-style-type: none">• Public sector reform• Law and justice• Rural development• Education• Health
Solomon Islands	<ul style="list-style-type: none">• Health• Community development• RAMSI
Vanuatu	<ul style="list-style-type: none">• Education• Law and justice

In 2007, Australia is repositioning its aid programme in **Fiji** from a predominately institutional strengthening focus to increasing the emphasis on mitigating the effects of recent political instability for Fiji's citizens and encouraging a return to democracy. The four priority areas in Fiji are: civil society (www.fijiembassy.gov.au), community driven development, quality

and access to services, promoting gender equality. AusAID is currently developing a new country strategy paper which will reflect the increased emphasis on civil society.

AusAID has three main sectoral programmes in Fiji (education, health, law and justice/community justice) which are managed by Australia external managing contractors. In regards to the **law and justice programme** support to Fiji's formal law and justice sector agencies was substantially repositioned after the coup to focus on an expansion of community justice activities. AusAID is funding the **Health Sector Improvement Programme** which is a long-term capacity building initiative to improve the quality of health services in Fiji. AusAID is also funding the **Education Sector Programme** which supports the Ministry of Education to implement strategic reforms to improve the quality of planning, management, provision and monitoring of education services, especially to disadvantaged and remote areas. Curriculum prescriptions and standards in the basics of literacy, numeracy and science are priorities. In addition AusAID funds different scholarship schemes and volunteer programs

AusAID's **education programme** has formed the cornerstone of the bilateral aid programme with **Kiribati** since 1998. Australia works with the Kiribati Ministry of Education, Youth and Sports to provide basic education activities. AusAID also provides tertiary scholarships and funds the Kiribati-Australia Nurses Initiative (Kani). Another focal area is **vulnerability reduction**. In conjunction with the World Bank, AusAID runs the Kiribati Adaptation Phase II with the aim of reducing Kiribati's vulnerability to climate change, climate variability and sea level rise. AusAID also supports targeted **public sector development** to various areas, such as customs, tax and audit departments.

AusAID only runs a comparatively small programme in the Marshall Islands, focussing on **education and training**.

AusAID, NZAID and the Government of Samoa have agreed to jointly develop a strategy to guide development assistance to **Samoa** over the five year period 2006-2010 (Government of Samoa, Government of Australia, Government of New Zealand, 2006). This strategy proposes two key strategic objectives and seven objectives against which Australian and New Zealand aid will be programmed:

Table 2: Strategy for assistance - Australian, New Zealand and Samoan Governments

Strategic objectives	Objectives
1. Improve opportunities for employment and investment	1.1 Facilitate community level income and small business opportunities 1.2 Improve the enabling environment for private sector growth
2. Enhance the wellbeing of all Samoans through improved service delivery and community development	2.1 Improve public sector service delivery 2.2 Strengthen social cohesion and civil society 2.3 Improve access to quality basic and post-basic education 2.4 Improve health focussing on primary and preventive health 2.5 Strengthen law and justice to support a safer Samoa

Under this strategy, Australia takes the lead donor role in **public sector reform, law and justice** and **rural development**. In Samoa, AusAID, together with NZAID, funds the **Public Sector Improvement Facility (PSIF)** aimed at improving the efficiency and effectiveness of Samoa's public service. Australia and New Zealand will work jointly with the ADB and other donors to support Samoa's education sector to implement the **Education Sector Programme 2** (Government of Samoa, Government of Australia, Government of New Zealand, 2006). AusAID and NZAID fund the **Samoa Health Institutional Strengthening Project**, aimed at strengthening the management and operational capacity of the Ministry of Health. Australia funds the Samoa Police Project

The Regional Assistance Mission to Solomon Islands (RAMSI), to which Australia is the major contributor in terms of funding and personnel, assists the **Solomon Islands** in various areas. RAMSI places advisers in the Ministry of Finance and Treasury to support sound fiscal, financial and debt management. Australia, with NZAID and the Asian Development Bank (ADB), has begun a programme of road rehabilitation across Solomon Islands to improve access to markets and services for isolated communities. The Rural Development Program, to be implemented in 2008, will be a flagship programme supporting many of the elements of the Agriculture and Rural Development Strategy. The RAMSI Law and Justice Programme, funded by AusAID and NZAID, focuses on support to the Solomon Islands justice and corrections sectors. On a bilateral basis, the **Health Sector Support Programme** is one of two major programmes funded by Australia. The other one is the **Community Sector Programme** which is part of the long-term support Australia provides to address poverty reduction and peace building in rural areas of Solomon Islands.

Australia's aid programme in Vanuatu aims to achieve broad-based economic growth by focusing on governance. Through a new governance programme, Australia is targeting generic constraints to growth and service delivery, particularly at the provincial level. This programme is helping ensure AusAID's programs in health, education and law and justice reflect the Vanuatu Government's own priorities. Australia's **Legal Sector Strengthening Project** is already in phase 3. Under this project, Australia has provided support to Vanuatu's State Law Office, the Public Prosecutor's Office and the Public Solicitor's Office since 2000. Australia's programme in education supports the priorities identified by the Vanuatu Ministry of Education in its Vanuatu Education Sector Strategy 2007- 2016. The **Technical and Vocational Education and Training (TVET) Strengthening Programme** is run in response to the Government of Vanuatu having identified the need for technical training and skills in the rural areas as a national priority.

Papua New Guinea receives the largest allocation of Australian aid money of any country. Australia runs a comprehensive aid programme in Papua New Guinea aimed at helping the Papua New Guinea Government implement its own medium-term development goals which include the reduction of poverty, promotion of sustainable development and improving the quality of life for all Papua New Guineans. The programme focuses on the four areas of improved governance and nation building; sustainable broad-based economic growth and increased productivity; improved service delivery and stability; and a strengthened, coordinated and effective response to combat the spread of the HIV/AIDS.

In addition to its bilateral aid programmes, AusAID also runs a comprehensive **regional programme** that includes the **Pacific Technical Assistance Mechanism**, seconding Australian expertise to the Pacific; **Electoral assistance; Pacific Outreach and Publications; Pacific Media and Communications Facility; Australian Youth Ambassadors for Development, the Pacific Governance Support Programme (PGSP)**. AusAID also implements a range of regional programs in the Pacific, including the **Australia-Pacific**

Technical College, the **Pacific Regional HIV Programme**, the **Sea Level and Climate Change Monitoring**, the **Pacific Islands Climate Prediction**, the **Enterprise Challenge Fund for Asia and the Pacific** and support for regional governance and financial institutions

b) Collaboration between AusAID and ILO

Although AusAID is a major donor in the Pacific region, there has been very little collaboration between AusAID and ILO. The only AusAID funded project implemented by ILO is the “Start and Improve Your Own Business” programme in Papua New Guinea which has been run since 1996.

Consultations with AusAID in Suva revealed that AusAID provides assistance generally through national governments. Hence, if ILO wants to tap into AusAID funding, ILO needs to identify those priority areas of Pacific governments that ILO can address and find solutions with their expertise. The respective governments can then request AusAID funding for these activities to be implemented by ILO.

During consultations with AusAID, the following areas of potential collaboration were identified:

- **HIV/AIDS:** There may be potential for collaboration between AusAID and ILO in Fiji in the area of HIV/AIDS. AusAID showed an interest in the joint UNFPA ILO project on “Men as Partners in Reproductive Health” and would appreciate initiatives by ILO to be informed about the project’s progress. On a regional basis, AusAID provides support to SPC, UNAIDS and the Pacific Regional HIV/AIDS project. Since AusAID’s Pacific Regional HIV/AIDS project comes to an end at end of 2008, it is envisaged that AusAID will thereafter provide funding for SPC’s new strategy on HIV/AIDS that is currently being developed.
- **TVET:** As part of the education sector programme, AusAID supports TVET.

It is strongly recommended that ILO approaches SPC about SPC’s new strategy on HIV/AIDS in order to ensure that SPC is aware of ILO’s expertise in the area of HIV/AIDS in the workplace. Furthermore, ILO needs to approach national governments to tap into AusAID funding. Or directly talk to the managing contractors of existing AusAID projects in ILO’s area of expertise, e.g. regarding TVET in Fiji, the managing director of education sector programme.

NZAID

NZAID’s core geographical focus is the Pacific region. Its strategies and policies reflect the agency’s long-term commitment to working with partners to achieve the Millennium Development Goals. NZAID works towards fulfilment of basic needs, sustainable livelihoods, sustainable and equitable development, safe, just and inclusive societies. Poverty elimination is NZAID’s central focus. This includes extreme poverty, poverty of opportunity, and vulnerability to poverty (NZAID, 2002). NZAID develops strategies for its bilateral programmes with PICs, spanning several years.

Table 3: NZAID's focal sectors by country

Country	Focal sectors
Fiji	<ul style="list-style-type: none"> • Governance • Poverty alleviation • Informal/squatter settlements
Kiribati	<ul style="list-style-type: none"> • Education • Urban development • Public sector reform • Human resources development
Papua New Guinea	<ul style="list-style-type: none"> • Primary health • Basic education • Rural economic development / rural livelihoods • Governance/law and justice • Civil society
Samoa	<ul style="list-style-type: none"> • Private sector and tourism • Civil society • Community development • Health
Solomon Islands	<ul style="list-style-type: none"> • Education • Broad-based economic development • Law and order • Governance
Vanuatu	<ul style="list-style-type: none"> • Education • Governance • Economic development

Source: NZAID, 2002, NZAID 2004.

In **Fiji**, the 2005-2010 NZAID/Fiji programme strategy is focussed on assisting Fiji achieve international development targets. The strategy's three key pillars are:

- **Reducing hardship** suffered by those living in **informal/squatter settlements**: NZAID has undertaken a scoping study to identify the best ways New Zealand assistance can support the government in addressing the growing of squatter settlements. A multi-faceted approach will be established to address the broader policy development needs in parallel with the tangible needs of communities;
- **Governance and capacity building**: Strengthening governance, particularly in the areas of public service, law and justice and human rights, is a significant objective of the current NZAID/Fiji programme strategy.
- **Reducing vulnerability to poverty**: NZAID's work in Fiji emphasises the need to strengthen local civil society – this includes community groups, NGOs, church-based activities, the media and many others.

NZAID's programme in **Kiribati** is focused on the following four key areas: sustainable urban development; improved educational outcomes, improving performance in the public sector and human resource development. The programme in Kiribati (2002-2007) builds on, and further develops successful initiatives already undertaken which include the **Teacher Education**

Quality Improvement Project aimed at strengthening the capacity of Kiribati Teachers College; the provision of scholarships for I-Kiribati students to undertake short and long-term training in New Zealand or at other institutions throughout the Pacific; assistance to the **Marine Training Centre** to improve the effectiveness of maritime training, maintain the competitiveness of I-Kiribati seamen in the labour market and to train local staff to take over management and teaching responsibilities; the new **Kiribati Sustainable Towns Programme (STP)** which is the first comprehensive and multi-dimensional or holistic approach to addressing the wide range of development challenges and problems faced by Kiribati in its urban areas.

NZAID and AusAID are working towards combining their development assistance programmes in Kiribati. Work with the Government of Kiribati is currently underway to develop a Joint Country Strategy to guide this common programme of support.

NZAID does not run a programme in the **Marshall Islands**.

NZAID's goal for the **Papua New Guinea** programme is to contribute to poverty elimination by supporting economic and social development. In particular, NZAID focuses on improving living conditions for rural communities and improving the earning capacities of rural men and women. NZAID works in the area of **primary health**. It supports the Health Sector Improvement Programme (HSIP), whereby New Zealand and other development partners work together to build capacity within Papua New Guinea's Department of Health. Another focal sector is **basic education**. NZAID also support on **rural economic development/rural livelihoods**. NZAID supports the Fresh Produce Development Agency (FPDA), which was established with New Zealand assistance in 1989 and has bases in five provinces. NZAID has also commenced support to the Bris Kanda Rural Enterprise Development Programme. Bris Kanda will support Huon rural communities in setting their economic development priorities. This ten year programme builds partnerships between rural communities and effective service providers to achieve identified business and income generation priorities. In 2007, NZAID will complete a major scoping study to look at new initiatives in the rural livelihoods sector. In the area of **governance and law and justice**, NZAID's work in Bougainville is largely focused on improving the law and justice sector. Under its priority on **civil society**, NZAID supports indigenous NGOs and community-based organisations, to provide services that contribute to the social and economic well-being of people.

A strong partnership between New Zealand and **Samoa** is founded on historic linkages and a unique political relationship defined in the 1962 Treaty of Friendship. As discussed above, NZAID, the Government of Samoa and AusAID have agreed to jointly develop a strategy to guide development assistance to Samoa over the five year period 2006-2010 (Government of Samoa, Government of Australia, Government of New Zealand, 2006). Under this strategy, NZAID takes the lead donor role in **private sector and tourism, civil society and community development**, and **health**. Australia and New Zealand will work jointly with the ADB and other donors to support Samoa's education sector (Government of Samoa, Government of Australia, Government of New Zealand, 2006). Current priority areas of NZAID include support to the Ministry of Education, Sport and Culture to develop a national curriculum framework. The Public Sector Improvement Facility was established in March 2005 and is jointly funded by NZAID and AusAID. A Samoa Government-managed initiative, the Facility aims to identify and address critical constraints within Samoa's public sector to provide effective service delivery through a range of institutional strengthening activities. NZAID also supports small business development through core funding to the Small Business Enterprise Centre and small-scale tourism operators.

In 2003, NZAID agreed a country strategy for the **Solomon Islands** with Solomon Islands Government entitled *Man Talem Duim*, which was aligned with the priorities of the National Economic Recovery, Reform and Development Plan. This strategy runs until the end of 2006, when it was supposed to be updated. However, updated information was not available for this study. The main focus of *Man Talem Duim* was on **education**. NZAID committed its support to the Education Strategic Plan under the Education Sector Investment and Reform Programme 2004-2006. Another focal area was **broad-based economic development**. With RAMSI, NZAID has helped the Solomon Islands Government to re-establish macro-economic management and sound budgetary systems through the secondment of New Zealand officials to the tax and economic reform departments. In 2006, in partnership with the Ministry of Infrastructure and Development, AusAID and the Asian Development Bank, NZAID provided substantial commitments to fund the rehabilitation of roads and bridges throughout the Solomon Islands. On a smaller scale, NZAID supports the development of small businesses through the Solomon Islands Small Business and Enterprise Centre. Looking ahead, NZAID intends to have greater involvement in the development of a national Agriculture and Rural Development Strategy (ARDS) to promote rural development and livelihoods, including a particular focus on fisheries issues. It will also explore opportunities to address youth issues relating to employment generation and skills development. **Law and order** is one of the three pillars of RAMSI's assistance to Solomon Islands. Working with AusAID, NZAID has been providing support to the law and justice sector through the funding of expatriate High Court Judges and Magistrates in the country. Under the **governance** focus, NZAID has funded half the costs of a major nationwide Civic Education programme as part of a broader strategy to strengthen and promote good governance in the Solomon Islands and to build accountable relationships between government and society.

NZAID and the Vanuatu Government have identified education, governance and economic development as NZAID's priority areas in **Vanuatu** in the Vanuatu Country Strategy 2006-2010. Under the **education** priority, NZAID supports the delivery of quality basic education to all Vanuatu children, particularly in rural communities and works to improve the quality of teaching and learning in primary and junior secondary education. A major focus under the **governance** priority has been on enhancing law and order through assistance to the new Vanuatu Corrections Service, which has operational responsibility for prisons and the establishment of a new probation service. In terms of economic development NZAID supports a number of projects. An NZAID strategy for supporting economic development in Vanuatu was undertaken in 2006.

In addition to bilateral country programmes, New Zealand provides regionally focussed assistance to the Pacific in the area of education through the Pacific Regional Education Programme, in the area of health through the Pacific Regional Health Programme, in the area of environment through the Pacific Regional Environment and Vulnerability Programme, in the area of governance through the Pacific Programme for Strengthening Governance, in the area of fisheries through the Pacific Regional Fisheries Programme, and in the area of trade and economic projects through the Regional Trade Facilitation Programme (RTFP) and the Pacific Islands Trade and Investment Commitment (PITIC). NZAID also funds several Pacific agencies including SPC, USP, SPBEA and PIFS.

No evidence was found of any existing collaboration between NZAID and ILO.

France

There are two funds through which assistance is provided through the French Embassy in Suva. The French Embassy in Suva has a **bilateral budget** for cooperation with Fiji, Tonga, Kiribati, Tuvalu and Nauru of around € 0.5 million per annum. The aims of this fund are to promote France and French culture, to develop cooperation between universities and to promote human rights.

In addition, the **Pacific Fund** can be activated by the French Embassy, though funding decisions are centrally made in Paris. The fund comprises of some € 3 million per year. Projects under the fund are typically in the order of € 30,000-50,000. The fund can be used for a wide variety of social and cultural projects, excluding scholarships. Each project needs to include activities in at least one French territory in the Pacific. The Pacific Fund has been used to fund projects implemented by international agencies, such as an eradication of Filariasis project implemented by WHO. The projects are presented by the Counsellor for Cooperation and Culture of the French Embassy in Fiji to the French Government in January of each year, with decisions typically made in March. Money is then released in the middle of the year. All agencies, institutions and organisations with a bank account are eligible to apply for funding under the Pacific Fund. It is typically expected that the Pacific Fund covers about 75-80 per cent of the project costs with the rest being raised from other sources. Proposals are prepared in close collaboration with the Counsellor for Cooperation and Culture at the French Embassy who is able to assist with the process and provide feedback.

When consulted, the French Embassy strongly recommended that ILO explores opportunities for ILO projects being funded through one of the two funds through the French Embassy. This would have to be done through close liaison with the French Embassy in Suva right from the development of the project proposal and design phase. In addition, the rooms of the Alliance Française were offered for exhibitions, e.g. if ILO wanted to promote their activities or an exhibition on human rights.

Japan International Cooperation Agency (JICA)

a) JICA's activities

JICA's total budget in the 2006 financial year was approximately F\$ 2 billion of which 3.25 per cent or F\$ 65 million was allocated to the Pacific. No increase in JICA's development budget for the Pacific can be expected as JICA is increasingly focussing on Africa and Asia.

JICA maintains two resident representative offices in the Pacific (Fiji, Papua New Guinea), as well as branch offices in Palau, Federated States of Micronesia, Marshall Islands, Samoa, Solomon Islands, Tonga and Vanuatu. The JICA office in Fiji is directly in charge for Nauru, Kiribati and Tuvalu, and also provides regional support to the other offices.

JICA's cooperation consists of the following:

- Technical cooperation projects: these include the dispatch of experts, technical training and provision of equipment;
- Technical training: globally, JICA offers some 500 courses per annum to some 8,000 trainees;
- Development studies;

- Grant aid: for instance, infrastructure projects;
- Emergency disaster relief;
- Sending of senior and junior volunteers.

Approximately 41 per cent of JICA’s budget for the Pacific is spent on volunteers, compared to an average of 10 per cent in JICA as a whole (JICA Fiji Office, 2007). JICA runs an annual needs survey in each country in August to determine JICA’s strategies for the following year. However, JICA’s projects emphasise regionalism and many projects are run in more than one country.

Table 4: JICA’s priorities

JICA’s priorities for the Pacific region	JICA’s priorities in Fiji
1. Environment	1. Improvement of education
2. Education and human resource development	2. Improvement of regional medical and health care
3. Health care	3. Support for the promotion of industry
4. Economic growth	4. Environment protection / conservation

Source: JICA Fiji Office, 2007.

b) JICA and ILO

In general, JICA’s funds are largely used for JICA’s own activities which in the Pacific consist to a large extent of the sending of volunteers. JICA generally does not fund the implementation of projects by other agencies.

In terms of JICA’s priorities in Fiji, the greatest overlap between JICA and ILO’s interests appears to be in the area of industry promotion. However, given the nature of JICA’s involvement in this area, there seems to be little scope for ILO involvement. The industry promotion programme in Fiji consists of two parts. Firstly, the “sustainable utilization of marine resources program” under which an expert and three volunteers are funded. JICA also provides follow-up for ex-participants of JICA training. The second component is the “rural/outer island livelihood programme” which consists solely of sending volunteers.

JICA operates on a bilateral government-to-government basis. All projects need to be requested through the Government of Fiji with a cover letter from Foreign Affairs, sent to the Embassy of Japan in Fiji by August each year. The Embassy forwards the requests to the Ministry of Foreign Affairs in Japan where funding decisions are made in consultation with JICA. The only possibility for ILO to be funded by JICA is if any Government requested JICA support to fund some of ILO’s activities. However, consultations with JICA showed that this is not a likely scenario. It is therefore unlikely that ILO will be able to tap into JICA funding.

Multilateral donors

European Union

a) EU activities

The European Union is represented in the Pacific through the EC Delegations in Fiji and Papua New Guinea. The EC Delegation in Fiji covers relations with Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Samoa, Tonga, Tuvalu and the overseas countries and territories of French Polynesia, New Caledonia, Wallis and Futuna and Pitcairn. It also carries responsibility for relations with the region including with PIFS and other Council of Regional Organisations for the Pacific (CROP) agencies. The EC Delegation in Papua New Guinea covers relations with Papua New Guinea, Vanuatu and the Solomon Islands.

The EC delegations are a major provider and manager of external assistance via the European Development Fund (EDF) and the EU budget. The basis of cooperation between the EU and the Pacific is governed by the Cotonou Agreement signed between the EU and 78 African, Caribbean and Pacific (ACP) countries in 2000 and revised in 2005. The EU has allocated 389.9 million EURO for assistance to the Pacific (national and regional) under the 10th EDF covering the period 2008 to 2013. These funds are subject to increases of up to 25 per cent if countries demonstrate clear commitments to good governance. Up to 15 per cent of the country allocation is spent on non-state actors (NSA) programmes.

EU assistance to the Pacific region is composed of national programmes and a regional programme (see Table 5). National Indicative Programmes are based on individual Country Strategy Papers. Except for the three Melanesian countries of Papua New Guinea, Solomon Islands and Vanuatu, national assistance is focused on the “blue-green” theme targeting sustainable management of natural resources (mainly water and energy projects). The regional programme under the 10th EDF has almost tripled in value to an indicative amount of 95 million EURO. Some of the regional programme will be related to adjustment to an Economic Partnership Agreement (EPA) that is expected to be in place some time in late 2008. With EPA negotiations ongoing, there have been no final decisions on the regional programme under the 10th EDF except for the focal sectors.

The EU is currently undertaking moves to achieve more efficient aid delivery, such as greater use of budget support and closer coordination with other partners, including Australia and New Zealand. At present there is only a modest EC funded budget support programme in Vanuatu. The Commission is examining the scope for extending such support to other countries such as Samoa and Fiji (Commission of the European Communities 2006).

It is also proposed to focus on three priorities reflecting the key needs of the Pacific and European comparative advantages. The three priorities are governance, regionalism and sustainable management of natural resources (Commission of the European Communities 2006).

Table 5: The indicative plan for EU assistance under the 10th EDF 2008- 2013

Countries	Maximum amount in million EURO	Focal sectors under 10th EDF
Regional programme	Approx. 95	Natural resources / Human Resources Development
Cook Islands	3.3	Water and sanitation
Fiji	30.2	Water and sanitation
Federated States of Micronesia	9	Renewable energy
Kiribati	13.8	Renewable energy/Water and sanitation
Marshall Islands	5.8	Renewable energy
Nauru	2.9	Renewable energy
Niue	3.3	Renewable energy
Palau	3.2	Renewable energy
Papua New Guinea	142.3	Education, Human Resources Development, Rural economy
Samoa	31.3	Water and sanitation
Solomon Islands	15.5	Rural development, Capacity building
Tonga	6.8	Renewable energy
Tuvalu	5.4	Water and sanitation
Vanuatu	23.2	Economic growth, Employment creation

Source: EC Delegation for the Pacific, 2007; consultations.

b) Potential collaboration between EU and ILO

In most countries of the region, National Indicative Programmes under the 10th EDF focus on sustainable management of natural resources presenting no scope for ILO involvement. However, the focal sectors in PNG, Solomon Islands and Vanuatu potentially present some opportunities for ILO involvement (see Table 5). Since bilateral assistance is provided through Pacific governments, ILO needs to work with national governments in identifying potential areas of involvement.

On the national level, there is little scope for ILO to be involved in the non-state actors programmes.

In addition to national programmes, one of the focal sectors of the Regional Programme is Human Resource Development which may offer potential for ILO involvement. CROP agencies were asked to submit project proposals in early 2006. One project submitted by USP on intra-regional labour mobility has explicitly mentioned ILO's involvement in the project implementation. No final decisions as to funding have been made. Regional projects are handled by the Regional Authorising Officer (RAO) based in PIFS who is the most important source of information on the regional programme. ILO has to network with the RAO with respect to the Regional Programme.

A proportion of EDF funds is allocated for all-ACP programmes with individual projects funding activities in selected ACP countries. All- ACP programmes are usually managed by the ACP Secretariat in Brussels. One all-ACP project with ILO as the implementing agency under the 9th EDF is the “Tackling child labour through education” project that includes the two Pacific countries of Papua New Guinea and Fiji. While this project is implemented globally by ILO, there is likely to be considerable involvement by the ILO Office in Suva in implementing the project in Fiji and Papua New Guinea. The project formulation and implementation is expected to start in 2008.

In addition to funding under the EDF, the EU funds Central EU programmes under the EU budget. These are also referred to as budget line projects. Calls for proposals for tenders for are regularly on the Europe Aid website (<http://ec.europa.eu/europeaid/cgi/frame12.pl>). It is recommended that ILO check this website regularly to look for calls for proposals in one of ILO’s areas of expertise.

Asian Development Bank

a) ADB’s activities

ADB’s Suva office is responsible for Fiji, Kiribati, Samoa, Tuvalu, Tonga and Cook Islands, while Papua New Guinea has a separate office and the Sydney office looks after Vanuatu and Solomon Islands.

A new Country Strategy and Program Update (CSPU) 2006–2008 for **Fiji** was approved in March 2006 (for details, see www.adb.org/Documents/CSPs/FIJ/2006/csp0300.asp). The results-based framework of the CSPU supports the Government’s objectives to (i) generate private sector-led growth through sound macroeconomic policies, infrastructure development, and alternative livelihoods; (ii) deliver affordable, basic social services through support for water and sanitation services, and improvements in local governance; and (iii) establish effective development institutions through a sequenced and interlinked package of technical assistance.

In recent years, ADB’s programme in **Kiribati** has shifted, mostly in response to the priorities of the Government, which has agreed with ADB’s pro-poor, economic growth-centered strategic priorities. Certain consistent themes have focused on long-term assistance. Persistent problems providing safe water and sanitation on Tarawa have been addressed through the Sanitation, Public Health, and Environment Improvement Project (SAPHE), and high urban population growth rates have been behind ADB efforts since 2000 to assist in the development of outer island resources. To ensure access to safe water, ADB provided a loan for the SAPHE project, which is expected to be completed in 2007.

To support the Government’s strategic emphasis on expanding economic activity, ADB is undertaking a new feasibility study for an economic growth centre at Kiritimati atoll (Christmas Island). This study will explore the possibilities of sustainable economic growth and identify the infrastructure and services necessary to support private sector growth, the sustainable use of natural resources, and livelihoods. A focus on Christmas Island as a growth centre has emerged after discussions with the Government. The idea is to coordinate ADB assistance on Christmas Island to identify priority development projects and create a long-term strategic development plan. The Strategy and Program for 2006–2007 can be found at <http://www.adb.org/Documents/CSPs/KIR/2005/CSP-KIR-2005.pdf>.

Since 2002, ADB's programme for the **Marshall Islands** has increasingly focused on grant technical assistance rather than loans. It has supported improvements in public service performance and the environment for business, and stronger governance through improved policy formulation. The strategy fosters greater community participation in development and more immediate results. No loans were approved in 2006. Technical assistance projects, ongoing and approved in 2006, continue the strategic focus on improving both public and private sector performance and productivity and on improving policy formulation. The Country Strategy and Program Update for 2007–2011 can be found at <http://www.adb.org/Documents/CSPs/RMI/2006/CSP-RMI-2006.pdf>.

A new Country Strategy and Program for 2006–2010 for Papua New Guinea was approved in June 2006. It envisages a tightening of focus, to key strategic areas, including public financial management, private sector development, the transport sector, and health and HIV/AIDS. In addition, reforming public sector enterprises remains a key issue. Modest lending is envisaged, reflecting both a tighter focus of ADB operations in Papua New Guinea and the Government's wish to continue its successful reduction of overall public debt from earlier unsustainable levels. The Country Strategy and Program can be found at: <http://www.adb.org/Documents/CSPs/PNG/2006/default.asp>.

ADB has long been a key partner for Papua New Guinea in health, and support resumed in 2006 with a grant for HIV/AIDS protection and treatment in rural development enclaves. Recognizing the critical role of private sector development in supporting overall growth, ADB is implementing large, grant-financed, technical assistance projects to elaborate policies for private sector development, including support for preparing the gas project. Another significant, directly poverty-related project focuses on rehabilitating and upgrading feeder roads in the Highlands Region, where much of the population lives, most in poverty.

The Country Strategy and Program Update (CSPU) 2005–2006 for **Samoa** directly supported the Government's Strategy for the Development of Samoa (SDS). ADB's strategy for Samoa aimed to enhance access to, and quality of, basic social services by (i) improving access to, and quality of, education; (ii) enhancing the environment and public health of Apia (water and sanitation); and (iii) meeting the growing power demand with improved efficiency, viability, and reliability. Second, the strategy aims to improve the environment for the private sector by (i) ensuring sound fiscal and macroeconomic policies; (ii) rationalizing state-owned enterprises and enhancing their efficiency and effectiveness; and (iii) improving the institutional and policy framework for the private sector.

A Country Partnership Strategy (CPS) 2008–2012 is currently being prepared in close alignment with the Strategy for the Development of Samoa 2005–2007 and its ongoing review. The Government is planning to prepare the next Strategy for the Development of Samoa 2008–2010 during the current year of 2007, with technical support from ADB, which is currently being processed. ADB's proposed strategic focus for the new CPS is consistent and refines the one approved in the CSPU 2005–2006. The new CPS will build on a coordinated strategy with the other main development partners, and will acknowledge lessons from the past by focusing on (i) the delivery of basic social services (education, power, drainage and sanitation) and (ii) private sector development. Longer-term commitments to specific sectors, instead of a project-by-project approach, will be supported by road maps for reform developed in agreement with country stakeholders and development partners.

The last ADB loan to **Solomon Islands** was approved in 2000 to rehabilitate critical basic infrastructure that had been damaged by the civil strife. ADB developed a new medium-term country assistance strategy in 2004. It aims for rapid, pro-poor, private sector-led economic growth, and focuses on improving transportation infrastructure and services and the enabling business environment. Capacity development and the promotion of good governance are priorities. ADB assistance is provided entirely on a grant basis and, in line with government policy, no new lending to the country will be provided until public finances stabilize.

ADB's ongoing Post-Conflict Emergency Rehabilitation Project (PCERP) has contributed significantly to the rehabilitation of roads and bridges on Guadalcanal and Malaita that were damaged during the conflict. In 2006, ADB approved the Solomon Islands Road Improvement Project (SIRIP), which will rehabilitate roads and bridges throughout the country to improve rural access to markets and economic and social services, promote private sector-led development, foster market formation, and facilitate domestic and international trade and income and employment opportunities. Both projects are supported by Australia and New Zealand. Closely linked to the ongoing projects, ADB has provided a technical assistance for institutional strengthening of the Ministry of Infrastructure and Development.

In the area of private sector development, ADB carried out a private sector assessment in 2005 and diagnostic reports on the legal business environment, as well as secured lending in Solomon Islands. A technical assistance for state-owned enterprise (SOE) reform and a technical assistance for Business Law reform are underway.

Looking ahead, ADB's country strategy is focused on transport infrastructure and business climate reform. The Country Strategy and Program Update 2005–2006 can be found at <http://www.adb.org/Documents/CSPs/SOL/2006>.

In July 2004, ADB approved a technical assistance grant to **Vanuatu** for Medium-Term Strategic Framework, which funded implementation of the Priorities and Action Agenda (PAA) 2006–2015. The new PAA's strategic priorities include the creation of environment for private sector-led economic growth, especially in agriculture, forestry, fisheries, and tourism. Recent assistance has focused on addressing the economic contribution of private investment to the economy. The technical assistance for Financial Services Commission on Institutional and Legal Reforms was launched in March 2007 to update the legal and regulatory framework for business transactions.

The country strategy will consist solely of a technical assistance programme with no further lending being envisaged at this time. In 2007, ADB will scale up a successful microfinance development project with the National Bank of Vanuatu. In addition, assistance in 2008 will continue with the reforms focusing on the financial sector and private sector development reforms, especially improving the business environment.

b) Potential collaboration between ADB and ILO

It is generally important to emphasise that ADB largely gives loan funding, while grant funding is limited.

There is a Memorandum of Understanding (MoU) between ADB and ILO. The purpose of this MoU is to facilitate collaboration between the ILO and the ADB in matters of common interest to their developing member countries. The MoU envisages mutual consultation, exchange of publications, reciprocal representation, and engaging the ILO in ADB funded activities. The MoU recognises that the ILO is uniquely qualified to provide technical assistance

and advice in areas such as international labour standards and fundamental principles and rights at work, employment and job creation, labour law and labour administration, labour markets and labour market information, enterprise promotion, social protection and social dialogue. The ILO therefore may be engaged to implement ADB-financed loan and grant activities in any of these and related fields, in accordance with the ADB guidelines on the use of consultants by the ADB and its borrowers. This may include a direct selection procedure if the ADB reviews all other sources of competitive expertise and finds them unsuitable. Regarding the implementation of ADB funded activities, mutually acceptable administrative and financial arrangements that comply with ADB's guidelines on the use of consultants by ADB and its borrowers, ADB's Guidelines for Procurement under ADB Loans, and ADB standard disbursement procedures for Loan and TA projects will be agreed.

Despite the existence of the MoU, no ILO activities have been funded by ADB. It was stressed during consultations with ADB in Fiji that ADB always works with competitive tenders. Hence there was no opportunity for directly engaging ILO. To receive ADB funding, it would be necessary for ILO to bid to implement a project component. It was also stressed that discussion and consultation would need to take place prior to any future collaborative activity. It was recommended that ILO regularly and closely review ADB's activities by country to identify potential areas of involvement. The website provides information on country activities, as well as contact persons should further information be required. ADB would welcome more dialogue with ILO. ADB supports strongly the Paris Declaration and puts much emphasis on donor coordination and country ownership.

During consultations with ADB, the following areas of potential collaboration were identified:

- **Labour legislation:** ADB monitors each country's performance of labour legislation and adherence to ILO's Convention. ADB requires their contract partners to adhere to ILO's labour principles;
- **Skills development:** ADB has recently completed a major regional skills development study. Based on this study, there will be follow on projects;
- **Youth employment:** ADB runs a youth employment pilot programme in Tonga. The report for this project is due in January 2008 and the project will move into a second phase with potential opportunities for ILO involvement;
- **Private sector development;**
- **Social security systems:** ADB is considering an involvement in Fiji's social security system and will closely look at UNDP's work in the area.

There are several areas of potential collaboration and ILO involvement in ADB funded activities. It is suggested that ILO review its own efforts in maintaining a constructive dialogue and in improving its communication and collaboration with ADB.

Council of Regional Organisations in the Pacific (CROP) agencies

Secretariat of the Pacific Community (SPC)

SPC has 26 member countries including all PICs and territories. While SPC works on a wide range of issues, this section only summarises the areas of interest to ILO.

There is an MoU between SPC's Regional Maritime Programme (RMP) and ILO that came into force through a Letter of Agreement in April 2006. It recognises that the SPC can be effective in promoting ILO Convention for the maritime sector through the RMP. On this basis, the SPC and ILO seek to cooperate in the promotion of the Seafarers' Identity Documents Convention (Revised), 2003 (No. 185), the Maritime Labour Convention, 2006, as well as on ILO training programmes such as the Port Worker Development Programme. In addition, SPC agrees to promote ILO Conventions and training programmes in the maritime sector through dissemination of information and advocacy. The same will be reciprocated by ILO. ILO and SPC will endeavour to exchange information and documentation on matters of common concern and to keep each other informed of current and planned activities of mutual interest.

There are currently two areas of collaboration between SPC's RMP and ILO: the **Seafarers' Identity Documents** for PIC seafarers and the **Consolidated Convention**.

The work on Seafarers' Identity Documents is a global move according to which all seafarers would carry a form of identity card, driven by security concerns. The ILO commissioned a document (ILO, 2006) in order to outline the requirement for a regional issuance system for ILO Seafarers' Identity Documents that could fulfil the needs to PICs that are members of SPC. Since many PICs do not have sufficient numbers of seafarers to justify the costs of a complete seafarers' identity documents issuance system at the national level that would satisfy the mandatory requirements of ILO Convention No 185, a regional system is being proposed. The document specifies that requirements for a regional SID issuance system. SPC sent the project proposal to donors, looking for funding of approximately F\$ 2 million.

The International Labour Conference, Maritime Labour Convention, 2006 creates a single and coherent instrument embodying all up-to-date standards of existing international maritime labour conventions and recommendations as well as the fundamental principles to be found in other international labour conventions. The consolidated convention came into being in late 2006 after a minimum number of countries had signed it. SPC currently works with legal experts within the Pacific region to analyse the implications for PICs signing this convention.

In addition to these two areas of existing collaboration, the RMP is interested in ILO's Port Worker Training standards and fishing vessel safety regulation.

The Pacific Islands Seafarers Development and Employment (PISDE) Programme (RMP, 2007) conceptualises the establishment of a six-year programme under the guidance of RMP which would strengthen the capacity of PICs to remain on par with emerging international requirements as well as raise the bar on seafarer education and training within the region. The programme consists of six project components:

1. strengthening regional maritime training capabilities
2. increasing Pacific seafarers employment opportunities through marketing
3. assisting Pacific Island seafarers meet international requirements
4. development and implementation of a Maritime Management Degree
5. a regional centre for Maritime Training in Fiji
6. strengthening Solomon Islands Maritime Training

The implementing agency will be the SPC's regional maritime programme. Funding is currently being sought from donors.

It was emphasised during consultations with SPC that SPC largely lacked the knowledge about ILO's activities and expertise. Collaboration between RMP and ILO in the maritime sector has largely occurred with the global ILO. The ILO Office in Suva has a limited role in this collaboration and is at times deliberately excluded. Apart from the maritime sector, SPC was largely unaware of ILO's activities and expertise, one exception being the joint UNFPA / ILO project on "Men as partners in reproductive health".

During consultations with SPC, the following areas of potential collaboration were identified:

- **Statistics:** There is the possibility of collaboration in the area of statistics. SPC is currently reshaping, restructuring and strengthening its statistics section. SPC has created the "strategic engagement facility" of experts to advise national governments on statistics;

While it was hoped that a broader partnership between SPC and ILO be developed, it was stressed during consultations that SPC was not a funding agency and also required funds for their projects.

Pacific Islands Forum Secretariat (PIFS)

PIFS's work is programme-based, largely on the Pacific Plan. The Pacific Plan was endorsed by Forum Leaders at their Pacific Islands Forum Meeting in Port Moresby in October 2005. It is a "living document" that forms the basis of ongoing strengthening of regional cooperation and integration efforts. The Pacific Plan is reviewed on an annual basis.

The Pacific Plan's four pillars are: Economic Growth; Sustainable Development; Good Governance; and Security. The overall focus is regionalism and sub-regionalism. Under these pillars, there are 13 strategic objectives:

Economic growth

1. Increased sustainable trade (including services), and investment;
2. Improved efficiency and effectiveness of infrastructure development and associated service delivery;
3. **Increased private sector participation in, and contribution to, development;**

Sustainable development

4. **Reduced poverty**
5. Improved natural resource and environmental management
6. Improved health
7. **Improved education and training**
8. Improved gender equality
9. **Enhanced involvement of youth**
10. Increased levels of participation and achievements in sports
11. Recognised and protected cultural values, identities and traditional knowledge

Good governance

12. Improved transparency, accountability, equity and efficiency in the management and use of resources in the Pacific

Security

13. Improved political and social conditions for stability and safety.

(PIFS, 2006).

The five strategic objectives marked in bold entail potential areas of ILO involvement. For instance, under strategic objective 3, the main initiative for the years 2008-2008 is to support private sector mechanisms through PIPSO. Under strategic objective 7, there are three initiatives, in one of which ILO might be interested. This initiative refers to an investigation of the potential for expanding regional technical and vocational education training programmes to take advantage of opportunities in health care, seafaring, hospitality/tourism, peacekeeping etc, for enhancing and standardising regional training programmes and for ensuring the portability of technical qualifications. In this regard, an inventory of TVET institutions has been completed. Under strategic objective 9, the current initiative is to enhance advocacy for and coordination of youth programmes and monitor the status of youth. Under strategic objective 12, one initiative refers to an upgrade and extension of country and regional statistical information systems and databases across all sectors. Another refers to the ratification and implementation and of international and regional human rights conventions, covenants and agreements, and support for reporting and other requirements. It is recommended that ILO proactively engages in a dialogue with PIFS on collaboration opportunities in the identified areas.

In addition, the Pacific Plan lists success indicators for monitoring progress towards achieving the objectives. ILO's expertise with monitoring and calculating these indicators, particularly in the increased private sector participation in, and contribution to, development, could be offered to PIFS.

PIFS is funded by donors with AusAID and NZAID being among those giving annual contributions to PIFS while other donors provide programme and activities specific funds. PIFS members decide on the areas of activities and when PIFS requires partners, it usually looks for them and takes the initiative. In the past, there was limited collaboration between PIFS and ILO. Among others, ILO has collaborated with PIFS in organising sub-regional seminars on economic and social issues. ILO was also on the steering committee of ADB's and PIFS's Regional Skills Development Study.

However, ILO could potentially provide technical expertise for projects coordinated by PIFS. The challenge is that ILO is seen as an executing agency by PIFS, rather than a development partner. PIFS requires collaboration with partners very early on in the process from the project the project design phase. PIFS has worked together with several partners in the area of economic growth including UNDP, ADB, World Bank, EU, and several CROP agencies. They are also engaging increasingly with International Financial Institutions.

University of the South Pacific (USP)

USP is the recipient of considerable amounts of aid funding. In the year to 30th April 2007, USP has received a total of F\$ 20.9 million in aid. The EU was the largest donor (F\$ 8.1

million), followed by NZAID (F\$5.2 million) and AusAID (F\$ 4.6 million). Only NZAID and AusAID contribute annually to the recurrent budget while the other donors provide project related support. The largest externally funded project is the “PRIDE project” (Pacific Regional Initiatives for the Development of Basic Education) which was funded with F\$ 6.2 million from the EU’s 9th EDF.

As a CROP agency, USP has submitted five project concept papers for consideration under the EU 10th EDF programme in the strategic areas of biodiversity conservation; entrepreneurship and trade; building public/private capacity; intra-regional labour mobility; and horticulture production for the tourism industry (USP, 2007). The concept paper on labour mobility particularly mentions the ILO and SPC as collaborating partners. The overall objective of the project is increased employment opportunities for Pacific Islanders through improved labour market information. The project purpose is to facilitate intra-regional labour mobility by removing major obstacles that currently hinder increased levels of such mobility. This will be achieved by establishing, maintaining and updating a regional skills database; strengthening national statistics collection, providing policy advice for revised access regimes regarding labour mobility; supporting the creation of a legal enabling environment for greater intra-regional mobility, and establishing a regional job agency framework. USP’s Planning and Development Office is currently finalising the 10th EDF regional strategy paper which will take the project proposals to the next stage. Closer involvement of ILO in the process is desirable from USP’s point of view. If this project received funding, it would be the first close collaboration between USP and ILO. So far, ILO has drawn on USP as a source of research and expertise. However, other potential areas of ILO involvement have not been explored, including for instance in USP’s non-formal education sector programme. According to USP’s Planning and Development Office, some cross-fertilisation is possible.

Other agencies

Pacific Islands Private Sector Organisation (PIPSO)

Two years after its establishment in April 2005 as the region’s premier private sector body, PIPSO opened an office within the PIFS building in Suva. The mission of PIPSO is to represent the interests of the private sector in the Pacific. PIPSO is the most important regional private sector organisation and it attempts to promote sustainable economic growth and stability in the region through national private sector organisations. PIPSO’s operations continue to be of a provisional nature and the setting up phase has not been completed. PIPSO is funded by PIFS and UNDP but will start charging membership fees from next year. PIPSO currently consists of one executive director and an assistant.

PIPSO’s main activity to date was the organisation of the Pacific Islands Business Forum in Nadi in August 2007. At the meeting, various action points were endorsed that will direct PIPSO’s activities over the next years. The activities will be focused on supporting regional economic integration, involving the private sector into trade agreement negotiations, improving the business climate increasing competitiveness and export development, linking goods to markets, and increasing the competitiveness in the telecommunications sector (PIPSO, 2007). In all these areas, various actions will need to be undertaken by PIPSO. It is possible that PIPSO will require the assistance and technical expertise from other organisations such as ILO. It is therefore recommended that ILO remain in close contact with PIPSO with a view to collaborating on some future activities. Due to a lack of staff, PIPSO has not been able to engage in project work. PIPSO has however been approached by SPC with a view to collaborating on SPC’s regional HIV/AIDS programme where one component is on

HIV/AIDS in the private sector. SPC also recommended that PIPSO contact ILO about this project. There is thus a good chance that some form of collaboration will be underway in the near future. So far, PIPSO has been invited to some ILO meetings but was unable to attend due to understaffing in the office.

At the Pacific Islands Business Forum in Nadi in August 2007, representatives from PIPSO's member countries were joined by representatives of diplomatic missions, international organisations (AusAID, UNDP, World Bank) and regional organisations. However, ILO did not attend the meeting.

4. Conclusion and general recommendations

On the basis of consultations with UN agencies, donors and regional organisations, ILO's relationship with other agencies are summarised in this section. Based on this summary, recommendations in regards to collaboration with other agencies as well as accessing funding are made:

ILO's relationship with other UN agencies

ILO actively participates in the CCA and UNDAF processes in the Pacific. ILO is mentioned in as a partner in the 2008-2012 UNDAF for the Pacific subregion and the 2008-2012 UNCP for Papua New Guinea. The regional UNDAF for the Pacific has identified ILO as an important partner in three of the four major objectives and the lead partner in one output. This presents an excellent framework for ILO's cooperation with other UN agencies. In addition, a joint programme of youth has been approved and discussions are underway to determine how it will be designed and coordinated. These discussions present an opportunity for ILO to take an important role in the tackling of youth unemployment issues in the region.

In the Papua New Guinea UNDAF, referred to as the UN Country Programme 2008-2012, the only priority area under which ILO is specifically listed as a partner is "gender". It appears that there might be scope for ILO involvement under other priorities. It is suggested that this possibility be explored. In addition, the Government has proposed that a specific component of the UNCP be devoted to youth. Proposed UN support will be in several areas, including vocational training and employment which fall in ILO's areas of expertise. It is important that ILO be involved in discussions on the UN support in this field and to establish an important role for ILO.

While the ILO generally aims to mainstream its "Decent Work" agenda into UNDAFs, none of the two UNDAFs in the Pacific explicitly mention "Decent Work". The UNDAFs have identified opportunities and potential partners for ILO's involvement in the Pacific region. The challenge now lies in following through with the implementation. There is also the potential for ILO to become involved in areas where ILO has not been included as a partner in the UNDAF. ILO needs to take a proactive approach in discussing ILO's potential involvement in additional fields.

Given the recognition that employment is a key element in the poverty reduction agenda, and particularly for young people, there are clear opportunities for the ILO in the Pacific including Papua New Guinea to spearhead the UN's role in promoting employment, in particular for youth.

ILO has jointly run projects with UNDP and UNFPA, though never with UNICEF. The three UN agencies consulted for this study have all expressed great interest in closer and more frequent consultations with ILO. It is recommended that ILO maintain close dialogue with UNICEF on the areas of common interest over the next five years. There is potential to identify common projects, particularly under the two components **HIV/AIDS** and **education**. In addition to their joint project, there is potential for collaboration between ILO and UNFPA in the areas of **gender** and **family planning**.

With all UN agencies' new funding cycle starting in 2008, this is an excellent time for ILO to engage into a close dialogue with other UN agencies. ILO's involvement under the UNDAF would be facilitated if the cycles of DWCPs and UNDAFs were harmonised.

ILO's relationship with donors

The ILO should focus more on attracting donor funding in the Pacific region. There has been very little collaboration between **AusAID** and ILO, although AusAID is one of the major donors in the region. AusAID generally provides assistance through national governments. Hence, if ILO wants to tap into AusAID funding, ILO needs to identify those priority areas of Pacific governments that ILO can address and find solutions for. The respective governments would have to request AusAID funding for activities to be implemented by ILO. Another possibility is to directly approach the managing contractors of existing AusAID projects in ILO's area of expertise to discuss a potential involvement of ILO.

In general, **JICA's** funds are largely used for JICA's own activities which in the Pacific consist to a large extent of the sending of volunteers. JICA operates on a bilateral government-to-government basis. All projects need to be requested through the recipient governments. Hence, the only possibility for ILO to be funded by JICA is if any Government requested such support. However, this is very unlikely to happen.

When consulted, the **French Embassy** strongly recommended that ILO explores opportunities for ILO projects being funded through one of the two funds through the French Embassy. This would have to be done through close liaison with the French Embassy in Suva right from the development of the project proposal and design phase. Although smaller in scale, project proposals do not have to come from the recipient country government. Hence, there is an opportunity for ILO to engage directly with a donor country.

In most countries of the region, National Indicative Programmes under the 10th EDF of the **EU** focus on sustainable management of natural resources presenting no scope for ILO involvement. However, the focal sectors in Papua New Guinea, Solomon Islands and Vanuatu potentially present some opportunities for ILO involvement. Since bilateral assistance is provided through Pacific governments, ILO needs to work with national governments in identifying potential areas of involvement. In addition to national programmes, one of the focal sectors of the Regional Programme is Human Resource Development which may offer potential for ILO involvement. Regional assistance is channelled through the PIFS. One funding proposal on intra-regional labour mobility submitted by USP to PIFS has explicitly mentioned ILO's involvement in the project implementation. A proportion of EDF funds is allocated for all-ACP programmes. One all-ACP project with ILO as the implementing agency under the 9th EDF is the "Tackling child labour through education" project that includes the two Pacific countries of Papua New Guinea and Fiji. However, implementation of the project has not yet started. In addition to funding under the EDF, the EU funds Central EU programmes under the EU budget. These are also referred to as budget line projects. Calls for proposals for tenders for such projects are regularly on the EuropeAid website (<http://ec.europa.eu/europeaid/cgi/frame12.pl>). It is recommended that ILO check this website regularly to look for calls for proposals in one of ILO's areas of expertise.

There is an MoU between **ADB** and ILO. However the collaboration between ILO and the ADB in the Pacific countries has been minimal and so far no ILO activities in the Pacific Island Countries have been funded by the ADB. It is recommended that ILO regularly and

closely review ADB's activities by country to identify potential areas of involvement. It became clear that ADB would welcome more dialogue with ILO.

There are several areas of potential collaboration and ILO involvement in ADB funded activities. It is suggested that ILO review its own efforts in maintaining a constructive dialogue with ADB.

If ILO is to be more successful tapping into donor funding to finance its activities in the Pacific, the most important strategy is to engage in close consultations with national governments as most bilateral and multilateral aid money is either channelled through governments, or released on demand by governments.

ILO's relations with regional organisations

PIFS members decide on the areas of activities and when PIFS requires partners, it usually looks for them and takes the initiative. PIFS has worked closely with several partners though collaboration between PIFS and ILO has been limited. One challenge to overcome is that ILO is seen as an executing agency by PIFS, rather than a development partner. PIFS requires collaboration with partners very early on in the process from the project design phase.

It was emphasised during consultations with **SPC** that SPC largely lacked the knowledge about ILO's activities and expertise. Collaboration between RMP and ILO in the maritime sector has largely occurred with the global ILO. The ILO Office in Suva has a limited role in this collaboration. Although there has been limited partnership between SPC and ILO, potential exists for more collaboration.

USP has submitted five project concept papers for consideration under the EU 10th EDF programme including one on intra-regional labour mobility which specifically mentions the ILO and SPC as collaborating partners. This offers potential for a joint project, funded by the EU. So far, ILO has drawn on USP as a source of research and expertise. However, other potential areas of ILO involvement have not been explored. Some cross-fertilisation is possible but USP requires more information regarding ILO's expertise.

Promoting an image and profile

As the summary above demonstrates, there was a widespread lack of knowledge about ILO's strengths and expertise among donors and regional agencies in particular. It is recommended that ILO promote a profile to make other agencies aware of their expertise. It is suggested that the ILO should be more explicit in terms of what it can offer to other agencies considering joint programmes or funding for ILO's activities. Potential partners need to be aware that ILO has seed funding, networks / contacts, technical expertise, and training expertise.

Since lack of awareness about ILO was widespread, it is recommended that ILO be proactive about informing donors and potential partners. At the same time, ILO has to be upfront of requiring funding to implement projects which not all agencies consulted for this study were aware of. ILO needs to overcome the challenge that it is not always regarded as a partner in development, but sometimes as an executing agency.

ILO could publish a pamphlet listing its past and current activities in the Pacific region and its expertise. This could be distributed to all UN agencies, bilateral and multilateral donors and CROP agencies.

Proactively approaching potential partners

Throughout this study, areas of overlapping interest with major donors, regional and international organisations were identified. These included the HIV/AIDS and TVET with AusAID; labour legislation; skills development; youth employment; private sector development; social security systems with ADB; and statistics with SPC.

This is an excellent time for ILO to develop further collaboration with partners for two reasons. Firstly, many agencies (including UN agencies, ADB, EU) will start a new funding cycle in 2008, at the start of which projects will be developed. Secondly, some of ILO's areas of expertise have become a focus for governments and development cooperation in the region. These include youth unemployment and skills development.

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A.M. Zakaria, Resident Representative

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Nariaki Mikuni, Deputy Resident Representative, JICA Fiji Office and Regional Support Office for Oceania
Satoshi Wakasugi, Assistant Deputy Representative, JICA Fiji Office

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Patricia Sachs-Cornish, Development Cooperation Adviser

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Henry Sanday, Interim Executive Director

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Falani Aukuso, Deputy Director General
Captain John Hogan, Maritime Programme Manager, Regional Maritime Programme

UNDP, Suva, 10 October 2007
Toily Kurbanov, Deputy Resident Representative
Virisela Raitamata, Poverty Team Leader

UNFPA, Office for the Pacific, 18 October 2007
Lorna Mosese Rolls, Programme Analyst

UNICEF Fiji. 17 October 2007
Will Parks, Chief of Policy Analysis, Planning and Evaluation

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Aileen Savu, Development Officer, Planning and Development