



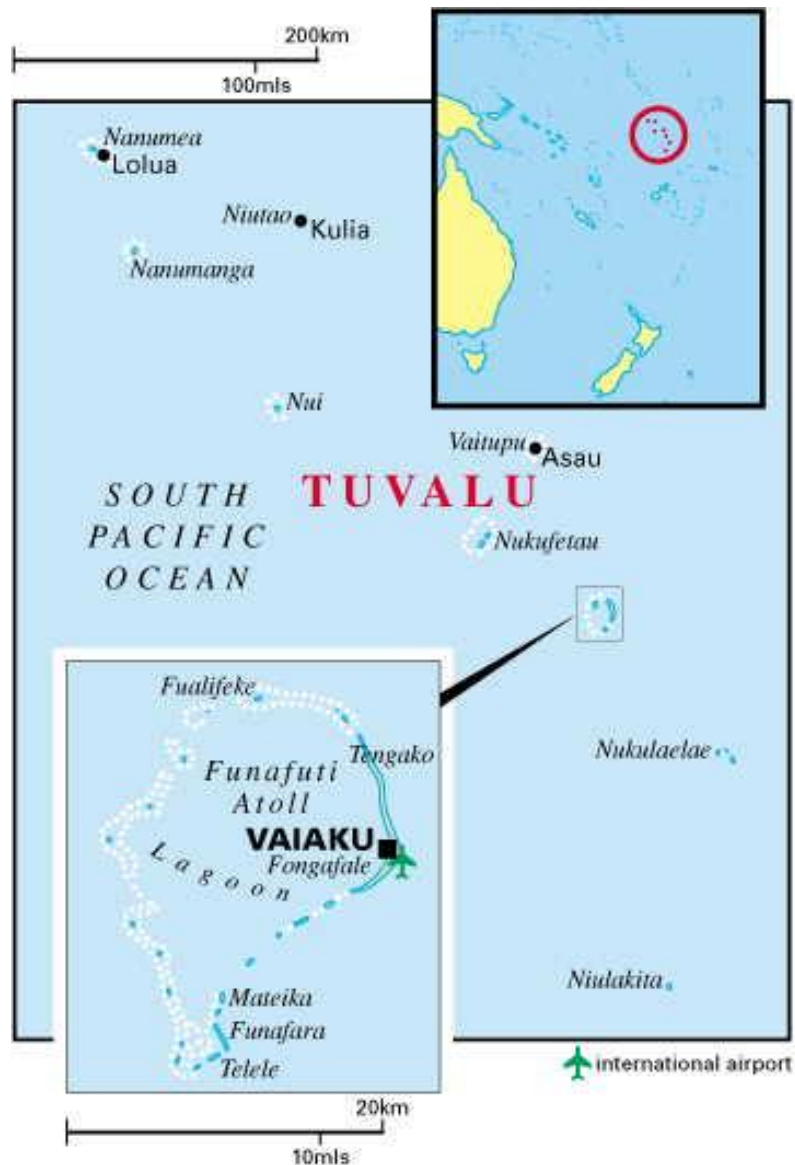
# **TUVALU**

## **UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK (2003-2007)**

**Office of the United Nations Resident Coordinator  
Suva, Fiji                      May 2002**

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**Map: Tuvalu and the Pacific**

(Source: <http://www.travel-guide.com/data/tuv/tuvmap>)

## **Abbreviations and Acronyms**

ADB	Asian Development Bank
AIDS	Acquired Immunodeficiency Syndrome
CCA	Common Country Assessment
CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CRC	Convention on Rights of the Child
CSO	Civil Society Organisation
DOTS	Directly Observed Treatment Short Course (for Tuberculosis)
DPT3	Diphtheria, Pertussis & Tetanus Immunisation
EFA	Education for All (UNESCO)
EPOC	ESCAP Pacific Operations Centre
ESCAP	Economic and Social Commission for Asia and the Pacific (UN)
EC / EU	European Community / European Union
FAO	Food and Agricultural Organisation
GDP / GNP	Gross Domestic Product / Gross National Product
GEF	Global Environment Facility
GoT	Government of Tuvalu
HDR	Human Development Report (UNDP)
HIV	Human Immunodeficiency Virus
ICPD	International Conference on Population and Development
ILO	International Labour Organisation
IMF	International Monetary Fund
LDC	Least Developed Country
MDG	Millennium Development Goals
MDGR	Millennium Development Goals Report
NGO	Non-Governmental Organisation
PIC	Pacific Island Country
PME	Planning, Monitoring and Evaluation
RC	Resident Coordinator (of the United Nations)
STI	Sexually Transmitted Infection
TT2	Tetanus Toxoid 2
UNCT	United Nations Country Team
UNCTAD	United Nations Conference for Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNGA	United Nations General Assembly
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
WHO	World Health Organisation
WTO	World Trade Organisation

## Foreword

The *United Nations Development Assistance Framework* (UNDAF) is an essential component of the United Nations programme for reform introduced by the Secretary General in 1997. The UNDAF, which has been endorsed by the Government of Tuvalu, is a strategic planning framework for UN development operations and cooperation at the country level. It provides a basis for improved collaborative arrangements and a framework under which UN organisations will support the country's long-term development. The UNDAF is also an instrument for promoting dialogue with the Government and the wider donor community.

This UNDAF was developed directly from the key development issues, priorities and goals identified during the analysis for, and preparation of, the Tuvalu *Common Country Assessment* (CCA). The CCA process involved consultations among the Government, civil society, donors and the UN system from November 2001 through April 2002. The preparation of the CCA and UNDAF were effectively treated as a single cohesive exercise.

The goal of the UNDAF is to support the Government's development strategy, with an emphasis on three broad thematic areas: i) Reducing Disparities in Services and Opportunities; ii) Governance and Human Rights; and iii) The Environment (particularly Funafuti) and Vulnerability.

We, the representatives of the United Nations Country Team and other UN agencies serving Tuvalu, commit ourselves to enhancing the performance and impact of the UN system by promoting an agreed, cohesive response to fostering people-centred development in Tuvalu.

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Suva, Fiji, May 2002

## **1. Executive Summary**

1. The *United Nations Development Assistance Framework* for Tuvalu for 2003-2007 is based directly on the analysis and findings of the *Common Country Assessment*, the UNDAF and CCA having been developed as a single process. Together, they provide a framework for the United Nations agencies to serve Tuvalu in accordance with the Secretary General's vision of a unified UN system at the country level.

2. Through the CCA/UNDAF process, the UNCT has assessed the major challenges facing the Government and people of Tuvalu and the opportunities available to better contribute to Tuvalu's development. The process benefited from programme reviews undertaken by individual UN agencies and in-country CCA/UNDAF consultations, which together have highlighted the need for the UN to be more focused. There is no permanent office of any UN agency based in Tuvalu; some form of in-country multi-agency UN presence is desirable and would improve the effectiveness and impact of UN activities.

3. Key, interrelated issues identified through the CCA/UNDAF process are the needs to: i) improve the delivery, quality and sustainability of basic services such as education, health, water, sanitation and livelihood creation, particularly for those living away from the capital, Funafuti, ii) improve the quality of governance and human rights, including wider participation in decision-making and reducing gender inequities; iii) address population issues, particularly within Funafuti atoll; and iv) understand, and better deal with, economic and environmental vulnerability including the anticipated effects of global climate change for a nation of low-lying and fragile atolls.

4. The overall goal of UN assistance in Tuvalu during the five-year period covered by the UNDAF will be to:

*Support Tuvalu's national development strategies for achieving equitable and sustainable human development; reducing relative poverty; making decision-making transparent and accountable; and managing the country's natural resources in a sustainable manner.*

5. In seeking to achieve this goal, the UN acknowledges the need to respect national sovereignty and aspirations for self-reliance as well as the need for development policies and strategies that take account of Tuvalu's social, political and economic organisation.

6. The Government of Tuvalu has asked the United Nations Country Team to work toward the following three objectives:

Objective 1: Reducing Disparities in Services and Opportunities;

Objective 2; Improving Governance and Human Rights; and

Objective 3: Addressing the Environment (particularly Funafuti) and Vulnerability.

7. The UNDAF sets down a range of cooperation strategies to meet these objectives. These cover ways to strengthen coordination among the UN agencies and major development partners supporting the Government development programme. The coordination strategies will be defined in terms of i) advocacy; ii) strategic partnerships and policy dialogue; iii) knowledge networking and information sharing; and iv) capacity building.

## **2. Introduction**

### **Structure of the UNDAF**

8. The UNDAF serves as the common frame of reference for UN cooperation in Tuvalu and follows a standard structure<sup>1</sup> with the following key sections:

- i) the *Executive Summary* which is a short synthesis of the UNDAF;
- ii) an *Introduction* which provides the background and processes used for the preparation of the CCA document and the subsequent UNDAF;
- iii) the *Rationale* of the UNDAF, a brief explanation of why particular choices made in the UNDAF – from the far broader set of issues identified in the CCA – are likely to increase the impact of cooperation with the UN system; improve coordinated follow-up to UN conferences and support for implementing global conventions and declarations; and establish a solid foundation for the overall mission of the UN in supporting national needs and priorities;
- iv) *Goals and Objectives* which extract the key themes that emerged from the CCA analysis of development challenges facing Tuvalu and from these identifies the overall goal, objectives and expected outcomes of UN support to Tuvalu from 2003 through 2007;
- v) *Cooperation Strategies* proposed to achieve the UNDAF objectives are identified, focusing on how the UN system can work together in support of the Government, while also promoting partnerships with other stakeholders;
- vi) *Follow-up and Review* which considers how the UNDAF will be implemented as well as the monitoring and review arrangements; and
- vii) a *Programme Resources Framework* identifying the resources required to support the outputs and outcomes which were developed in accordance with the three broad UNDAF objectives for Tuvalu.

### **Background to the CCA and UNDAF**

9. The UNDAF was mandated in the United Nations Secretary General's July 1997 report *Renewing the United Nations; a Programme for Reform*. The UNDAF seeks to facilitate the goal-oriented collaboration, coherence and mutual reinforcement called for by the Secretary General and endorsed by the General Assembly. It is the second stage of a process that begins with the development of the Common Country Assessment or CCA.

10. The development of a CCA brings together the UN with national and international partners to assess and analyse the national development situation in terms of progress towards both national objectives and the internationally endorsed objectives of global UN conferences of the 1990s. The CCA includes country-specific development indicators that can help measure national progress toward achieving the Millennium Development Goals (MDGs),<sup>2</sup> which were endorsed by heads of state and government, including Tuvalu, in September 2000. The UNDAF includes a monitoring and review process that could readily be integrated with Tuvalu's national MDG reporting commitments.

11. The UNDAF builds directly on the CCA and has several purposes. It is: i) a strategic document to achieve UN reform in Tuvalu; ii) an instrument for improved cooperation, coordination, capacity building, and role clarification for the UN system in the country; iii) a tool for improving the impact of UN activities on the lives of the most vulnerable and poorest; iv) a framework for supporting Tuvalu's own development goals and an opportunity to complement

<sup>1</sup> See *Guidelines: United Nations Development Assistance Framework* (United Nations; April 1999), which does not require this introductory section.

<sup>2</sup> The MDGs are a core set of measurable and time-based international development goals that emerged from the global UN conferences and treaties of the 1990s. They have since become a key agenda of the UN and a driving force of its reform programme.

development assistance and support provided by other bilateral development partners and multilateral agencies; v) a framework for UN advocacy; and vi) the basis for the country programmes and activities that will be developed afterwards by individual members of the UN family who are providing support to Tuvalu.

## **The Process of Developing the Tuvalu CCA and UNDAF**

12. The CCA/UNDAF process began in November 2001 with discussions in Funafuti with government officials, members of civil society organisations (CSOs)<sup>3</sup> and in-country donor representatives. A Tuvalu CCA/UNDAF Working Group, consisting of UN agency representatives based in Fiji,<sup>4</sup> oversaw the production of an early draft CCA. Also in November, the Fiji-based UN Country Team agreed on several indicative key national development issues and cross-cutting themes for further analysis. From November 2001 through January 2002, the Working Group met frequently, a draft was reviewed, and inputs were invited and received from non-resident UN agencies, bilateral donors, multilateral agencies, regional CSOs, regional organisations and others. In December 2001, the UN Resident Coordinator chaired a meeting in Suva, Fiji to discuss the CCA/UNDAF process, progress, timing and related issues with Tuvaluan government officials and CSO representatives.

13. In late January 2002, a two-day in-country CCA/UNDAF consultative meeting<sup>5</sup> was held in Tuvalu involving a good mix of government officials, CSOs, in-country donors, UN agencies and others. The meeting reviewed an initial draft CCA and discussed the following: i) the key development themes and issues facing Tuvalu; ii), the Millennium Development Goals and their relevance – and the relevance of global MDG indicators – to Tuvalu; iii) activities of UN agencies and donors in Tuvalu; iv) a timetable for completing the CCA and UNDAF reports; v) means of improving UN in-country collaboration; and vi) possible broad areas for collaboration among UN agencies.

14. The meeting – co chaired by UNICEF on behalf of the UN Country Team and the Ministry of Finance and Economic Planning on behalf of Tuvalu – agreed to a revised set of key development themes and issues, concurred on MDG goals and indicators (slightly modified to improve relevance to Tuvalu), developed an UNDAF timetable, suggested concrete ways of improving the effectiveness of UN activities in the country, and indicated some specific areas of future collaboration among UN agencies, to be further developed within the UNDAF.

15. The draft Tuvalu CCA report was revised<sup>6</sup> during UNDAF preparations, incorporating numerous suggestions from the consultative meeting. The CCA assesses key development challenges and opportunities relevant to national priorities and to the MDGs. The CCA is not meant to be definitive; it is a ‘work in progress’ subject to review and possible revision. The objective is an overall assessment of issues so that the UN Country Team is better able to respond with the government and development partners in helping to address key challenges.

16. This UNDAF was developed by the CCA/UNDAF Working Group under the direction of the UNCT in collaboration with the Government and in consultation with other stakeholders, including UN agencies not based in Fiji, and major donors to Tuvalu. The document not only draws extensively on the CCA, the two were developed as parts of a single, integrated process.

<sup>3</sup> CSOs in this paper refer to traditional NGOs, church groups, handicraft associations, etc., i.e. the broad range of civil society organisations working in Tuvalu.

<sup>4</sup> UNDP, UNICEF, UNFPA, UNFEM and WHO all serve Tuvalu from Fiji, UNESCO and FAO from Samoa, and the UN regional commission ESCAP from Vanuatu. Tuvalu is not a member of ILO.

<sup>5</sup> See *Report of the CCA/UNDAF In-Country Consultative Meeting Held with Government, NGO & Donor Partners at the Vaiaku Lagi Hotel, Funafuti: 22-23 January 2002* (UNDP, Suva, March 2002). The meeting was attended by 54 people (government 22, CSOs/NGOs 23, donors 2 and UN 7 representing UNICEF, UNFPA, UNDP and WHO).

<sup>6</sup> A ‘final’ draft Tuvalu CCA was completed in late April 2002.



### 3. Rationale

#### Mission of the United Nations In Tuvalu

17. The common mission of the UN agencies in Tuvalu (and, broadly, all the Pacific Island Countries) is to promote the improvement in the quality of life and the promotion of sustainable human development, through the reduction of social and economic disparities, with special attention to the more vulnerable groups. Following impartial and non-discriminatory practices, especially with regard to gender, the UN will:

- support Tuvalu's national priorities and initiatives;
- encourage active participation of civil society in promoting a cohesive society;
- promote ratification of, and compliance with, appropriate UN Declarations, Conventions and Resolutions;
- assist in the alleviation of poverty, malnutrition, injustice and poor health; and
- support Tuvalu's role and commitment to regional and global cooperation and development.

#### Lessons Learned from UN Cooperation in Tuvalu

18. Annex 2 is a list of lessons learned from UN cooperation in Tuvalu abstracted primarily from reports of UN agencies prepared between 1999 and 2002. Careful attention should be paid to these in the design and implementation of activities in support of the UNDAF. Some key lessons from Annex 2 are summarised below:

- **UN focus.** UN programmes and projects should focus on fewer but better-defined priorities with clear, measurable outputs and stronger local ownership. UN programmes and projects should build on the success of past UN activities and constitute an integrated, mutually reinforcing set of interventions.
- **Programme design and low absorptive capacity.** Even compared to other Pacific Island states, Tuvalu has an extremely limited number of skilled and experienced officials, who must deal with a wide range of assistance programmes and projects. If a single key official is unavailable, follow-up and administration often do not proceed. Programme and project designs should be flexible, sustainable and less complex than in the past so they are easier for Tuvalu to manage. They should not depend for success on the availability of a single government official or CSO staff member.
- **Poor implementation rate.** As an LDC, Tuvalu is a priority country for UN assistance. Partly as a result of very low absorptive capacity, however, the implementation rate of UN programmes has generally been far lower than planned. The UN must carefully assess the actions and inputs required from both counterpart agencies in Tuvalu and the UN agencies themselves to improve implementation rates.
- **In-country presence.** A permanent in-country UN presence, serving a number of agencies is highly desirable to improve project design, monitoring, follow-up, collection of data and information, support for visiting staff and consultants, project reporting, financial accountability, monitoring and reviews. It could also serve as an information distribution centre and make the work of the UN more accessible to the people of Tuvalu.
- **Services to outer islands.** Despite past efforts by the UN and others, gaps may be worsening between Funafuti and the rest of the country (incomes, education levels, employment opportunities, resource allocation, services). Strengthening service delivery to outer islands needs to be an explicitly higher future priority for the UN system overall.
- **Data and information.** Up-to-date and regular data and information for analysis, policy development, decision-making, monitoring, evaluation etc. are lacking for most sectors. There is a need to strengthen capacity to collect and effectively use data / information for a wide variety of purposes nationally and with regional organisations and UN agencies that serve Tuvalu.

- **Advocacy.** UN agencies have been active in advocacy but not enough people are being effectively reached. The agencies should use radio (the medium reaching the most people) more effectively. Advocacy and communications strategies should be strengthened and be included in all programmes and projects.
- **Working with civil society.** More effective delivery of UN programmes, particularly to the outer islands, is likely to require increased interaction with CSOs and more direct CSO access to UN funding. The CSOs, however, are unlikely to be effective for supporting or delivering UN activities in Tuvalu on a larger scale unless their financial accountability and general management are improved.
- **Population pressures.** The growing concentration of people, services and potential environmental deterioration in Funafuti suggest a need for more attention to population and development issues.
- **Gender.** There is a need to actively involve more men in addressing gender issues and improving attitudes regarding gender equality.
- **Children and youth.** Acknowledgment of, and interest in, child protection issues (child abuse, international adoptions, juvenile justice, child rights, HIV/AIDS) and youth issues (development, health, social and economic future, youth disaffection, etc) has increased in recent years, due in part to UN efforts. However, not enough has been done to protect children and youth. Follow-up activities and better coordination with related activities of other agencies are necessary. There are also benefits in including active participation by youth and adolescents in identifying issues affecting them and in helping to address them.
- **The disadvantaged.** For some agencies, despite an explicit emphasis on women, youth, and disadvantaged groups in their country programmes, there have been less direct benefits than anticipated. UN programmes and projects must be more pro-active in assuring that the planned beneficiaries do in fact benefit.
- **Multi-agency visits.** There has only been a single visit of the UN Country Team as a group to Tuvalu. More multi-agency visits would help Tuvalu understand the UN system and its many agencies.

### Key UN Competencies and Comparative Advantage

19. The findings of various reviews of UN agency programmes in the Pacific, undertaken by independent consultants, suggest that governments consider the UN's neutrality to be an advantage when dealing with sensitive policy issues, value the UN's global reach with its access to worldwide technical expertise and development lessons from throughout the world, and appreciate the untied grant assistance. UN support to Tuvalu can:

- provide flexible delivery and implementation mechanisms;
- develop and promote policy changes which may be difficult for Government alone to consider;
- act as a neutral broker;
- support the Government in the coordination and management of donor assistance;
- disseminate and share relevant regional and global experiences;
- provide opportunities for explaining global issues, raising public awareness and advocating changes to shift national development in more equitable directions; and
- help develop and verify appropriate technical standards.

20. Cost-sharing by the Government and third party cost-sharing arrangements with donors provide important contributions to the UN system and enable more effective programme implementation. This highlights the need of the UN system to gain and maintain the confidence of bilateral agencies in the UN's implementation and management capacity and to maintain Government's confidence that UN-supported activities remain highly relevant to national priorities.

## **4. Goals and Objectives**

### **Key Development Challenges and Opportunities for Tuvalu**

21. The development challenges facing Tuvalu and opportunities for addressing them have been examined in the April 2002 Common Country Assessment and are summarised from the Executive Summary of the CCA below. The CCA analysis leads directly to the specific UNDAF goals and objectives, which follow this section.

22. **Background and Summary.** With 10,000 people and a land area of only 26 km<sup>2</sup> spread over nine atolls in the central Pacific, Tuvalu is one of the smallest of the small Pacific island states. The dispersed population, isolation from neighbours and meagre natural resource base severely limit prospects for economic growth and development. Nonetheless, Tuvalu has an excellent record of meeting its people's basic needs since Independence in 1978, with nearly universal access to basic health services and formal education. Life expectancies are on a par with some middle income countries. Despite extreme dependence on one sector (government), the economy has performed satisfactorily. Slow population growth and declining dependency ratios provide opportunities for improvements in the quality of services rather than just quantitative expansion. However, the creation of cash income opportunities has been low, the capacity of the public service is extremely limited, health services are struggling to meet the demands of changing lifestyles, educational services are focused more on knowledge and skills needed for overseas employment than on sustainable livelihoods within Tuvalu, and rapid urbanisation is beginning to stress the physical and social fabric of Funafuti. There is a high degree of vulnerability to external economic and environmental events; Tuvalu is among those countries expected to suffer the greatest impact of climate change, including disappearance in the worst-case scenario. To some extent offsetting these problems, Tuvalu has the advantages of a strong and resilient culture, a reasonably egalitarian society, strong democratic principles, and a record of prudent fiscal management.

23. **Key Issues.** The following key issues affect Tuvalu (and most Pacific Island Countries to some extent: inadequate governance; declining educational performance; weakness of the private sector; breakdown of traditional support systems; and an urban elite which is capturing most benefits of modernisation. Development challenges include effectively addressing recent increases in relative poverty; increasing environmental degradation; the high costs of outer island development, and limited progress in gender equality.

24. **The Tuvalu Development Situation.** Tuvalu's atolls are among the planet's harshest environments: flat ribbons of sand, with limited fresh water; supporting a very narrow range of vegetation; with geographic fragmentation making transport and communications, both internal and international, costly and difficult.

25. **National Goals.** Tuvalu is categorised as a Least Developed Country due to low per capita GDP, limited human resources and high vulnerability to external forces. Tuvalu's *Vision 2015* has eight broad goals for national development to achieve high living standards within its minimal natural resources:

- a free, spiritually sound, self-confident and respected Tuvaluan society;
- a progressive society with high educational achievement;
- a prosperous democratic society within Tuvalu's cultural and traditional norms;
- Island communities autonomous in executing their development programmes;
- good governance, sound human development and economic growth;
- increased Tuvaluan responsibility for development with less dependence on foreign aid;
- more equitable distribution of the work and fruits of development among the nine island communities; and
- political systems that incorporate Tuvalu's cultural and traditional norms, encouraging political stability and national unity.

Within these goals are five priority areas for near-term action within the most recent (1995-1998) national development plan: human resources development, public sector reform; private sector development; outer island development; and infrastructure development. Although the broad development goals of the 1995-98 plan remain, it is out of date and needs revision. There is currently little clear sense of development direction and limited planning capacity in key ministries.

**26. International Development Goals.** Tuvalu has entered into numerous international commitments. These include endorsing the goals of the Decade for Education for All; the Programme of Action of the International Conference on Population and Development; the Beijing Platform of Action; the World Summit Goals for Children, the Convention on Rights of the Child, the Convention on Elimination of All Forms of Discrimination Against Women and the Pacific Platform of Action on Women. In 2000, Tuvalu endorsed the *Millennium Declaration* including the Millennium Development Goals (MDGs). Tuvalu has already met several MDGs and seems likely to meet most of the other key ones.

**27. The Government and Governance.** Democratic values in Tuvalu are strong with free elections held every four years by universal adult suffrage. There are no political parties. Recent frequent changes in government reflect the pressures affecting the small nation including the change from an exchange economy to a money economy, an inherited system of government with only limited regard for Tuvaluan traditions of decision-making, the lack of a clear path to implement Tuvalu's vision for the future, and the need to manage windfall income. Tuvalu does not face serious governance issues. However, a particular concern has been the lack of final audited government accounts since 1995, few if any annual ministry reports since the mid-1990s, and little auditing of island council or state owned enterprise accounts. Parliament is unable to effectively judge whether funds are being used as allocated without a much-improved information and reporting system.

**28. The Economy.** Tuvalu's GDP per capita was about US\$1,200 in 2001. Only 30% of the labour force participates in the formal wage economy. The remaining 70% are primarily involved in rural subsistence and livelihood activities. There is high youth unemployment and few new jobs being created. Practical policies are needed for improvements to the livelihoods of the growing numbers of young Tuvaluans who will remain in the informal sector. The Tuvalu Trust Fund (TTF), a prudently managed overseas investment fund, has contributed roughly 11% of annual government budgets each year since 1990. With a capital value of about 2.5 times GDP, the TTF provides an important cushion for Tuvalu's volatile income sources (development assistance, revenues from Tuvalu's "dot.TV" top-level Internet domain name, licenses for foreign tuna fishing in Tuvalu's EEZ, and remittances from citizens working abroad). Cash income for those living on 'outer islands' is far lower than in the capital, Funafuti. Despite a national goal of increased private sector employment, government employees (including state owned enterprises) constitute 69% of formal employment in 2001 compared to 65% ten years earlier.

**29. Public sector reform.** The government has taken tentative steps towards development of Tuvalu's private sector, including corporatisation of various government services. Tuvalu's small size, clan-based social structure, and communal traditions have little in common with traditional models for private sector economic development. Public sector reform has focused on strengthening middle and senior management capacity to implement the development objectives of the government through (for example) the formulation and implementation of corporate plans and developing the capacity for, and implementation of, appropriate management skills and systems. Thus far, progress has been limited. Although development assistance has typically been 36% of GDP, Tuvalu has a low capacity to effectively absorb this assistance, an issue of long-standing concern to both donors and the government.

**30. Population, Urbanisation and Land Issues.** Tuvalu is one of the most urbanised nations of the Pacific. 15% of national population lived in its only urban centre, Funafuti, in 1973 compared to 44% in 2001. Over the last 28 years, Funafuti has grown at an annual average rate of 6% while the rest of the country grew at only 0.5% per year. Some projections suggest that

61% of the national population may live in Funafuti by 2010. Funafuti atoll could well face rapidly growing environmental problems (water quality; waste; sanitation; lagoon pollution) in the near future. The majority of Funafuti's residents have no land rights on the island. Land use agreements are not standardised, nor are the procedures for recording its use or title arrangements. Leases are often verbal, leaving tenants vulnerable, land disputes are reportedly increasing, there is a sizable community of squatters of outer islanders on Funafuti and there have been pressures to shift the government, or parts of it, to other islands. Tuvalu's dependency ratio is declining. Although this is a positive trend, Tuvalu will need to create far more productive jobs in the cash or traditional sectors than it has in the recent past.

**31. Human rights.** Tuvalu's government generally respects the human rights of its citizens, and society is largely egalitarian. The Constitution prohibits discrimination on the basis of race, creed, sex, or national origin, and the Government generally respects these prohibitions. Nonetheless, social behaviour, as determined by custom and tradition, is generally considered by Tuvaluans as being as important as the law. Village elders enforce custom and traditions, an arrangement that can lead to some forms of discrimination. In the traditional culture of the outer islands, women occupy a subordinate role, limiting job opportunities, despite the law, which accords them equal rights with men. Local hereditary elders exercise considerable traditional authority – including the seldom-invoked right to inflict corporal punishment for infringing customary rules, a practice that can be at odds with the national law.

**32. Gender.** In the 1999 *Pacific Human Development Report*, Tuvalu rated first among 15 Pacific Island countries in UNDP's gender development ratio, a rough measure of gender equality. Education is reasonably gender-balanced through secondary school and 45% of all overseas tertiary scholarships since 1991 have gone to women. Women hold mid- and senior-level civil service posts; however, their numbers are less than one fourth those of males and gender equality is proceeding slower than it might, particularly in rural Tuvalu.

**33. Outer island development.** Services, opportunities and cash incomes on islands away from Funafuti are considerably less than those of the capital. The proportion of men in Funafuti working in cash employment in 1994 was over double the rate in outer islands; for women, triple. Per capita cash incomes in Funafuti were triple those of the rest of the country. The government's objectives for outer island development have focused on the devolution of authority to the *Kaupule*, traditional local government bodies. A key objective is to combat urbanisation through improvements in public service delivery to the islands through a *Falekaupule Trust Fund* (to which the islands, central government and donors contribute), controlled by the islands. Currently, the per capita share of the fund held by Funafuti's people is about double the average of other islands, causing fears that the mechanism may worsen, rather than improve, inequalities. The government is also considering ways to decentralise key infrastructure, developing a regular and reliable freight service to and from the capital, improving cargo-handling facilities, and improving outer island telecommunications.

**34. Health.** Tuvalu has been able to provide basic health services to communities in all island groups through government medical services; there are no private doctors. Infant mortality and life expectancy have improved over time. Infectious and communicable diseases exist in small numbers but are largely under control. There are new downward pressures on the health of Tuvaluans, mostly from non-communicable and lifestyle diseases, such as cardiac disease and diabetes. Sexually transmitted diseases are increasing, particularly among overseas workers (especially sailors) who are at risk of contracting HIV/AIDS. 20% of the population are carriers of the filariasis bacterium. Nonetheless, for the majority of the population, the risks of being afflicted with a noncommunicable disease are higher than for most communicable diseases. Various cardiac and vascular diseases are the main recorded cause of death. A national health review planned for early 2002 may emphasise improved curative services, although preventative health measures are likely to be considerably more cost-effective.

**35. Poverty and Disadvantage.** The perception in Tuvalu is that poverty does not exist, as traditional exchanges provide effective social protection against absolute poverty. Those who live on outer islands, members of large families, the disabled, and those without access to land

(at least where they reside), however, tend to be disadvantaged and suffer from ‘poverty of opportunity.’ Tuvalu’s remoteness – and the outer atolls’ remoteness from Funafuti – limit the opportunities available in Funafuti and even more, the opportunities in the outer islands.

**36. Education and Human Resource Development.** About 95% of Tuvaluans, male and female alike, are literate. Since 1988, Tuvalu’s national educational policy has been the Education For Life (EFL) programme, emphasising compulsory, high-quality education for all through the age of 15, strong community and parental participation, and equal access to schools throughout the country. All children have access to schooling and there appears to be broad gender equality in enrolment through secondary school, although with lower female rates of completion. In recent years, there has been an increase in the number of children participating in early childhood education and a higher percentage of formally qualified pre-school teachers. However, there have been indications of declines in literacy and numeracy and worrying sharp declines in pass rates of an external (Fiji) lower secondary school exam over the past decade. In early 2002, Tuvalu began reviewing its EFL programme, seeking ways to reverse these trends.

**37. The Environment and climate change.** Funafuti has a serious solid waste management problem. Although considerable progress has been made in the past several years through an innovative aid-funded waste management project, it is due to end soon with no long-term institutional or management issues resolved. Funafuti’s potable water comes mainly through its considerable rainfall but roof-top catchment and storage systems have deteriorated leading to frequent shortages. Sanitation in Funafuti may become a more serious issue if population growth through internal migration is not addressed. Regardless of the extent of sea-level rise, global climate change will result in more pronounced weather patterns: heavier or more frequent droughts, storms, and out-of-season rain. Extended droughts will stress Tuvalu’s water lenses, thus decreasing fresh water for human and plant use. It is difficult to exaggerate the potential harm to Tuvalu of climate change if the worst-case scenarios eventuate: possible total loss of land. Even more moderate global change will have devastating effects on a tiny highly-fragile atoll nation of only 26 km<sup>2</sup> of land area.

**38. Key Issues for Advocacy and Dialogue.** Tuvalu has endorsed the MDGs and a number of international treaties and conventions. Key issues for advocacy and dialogue between the UN and Tuvalu are:

- Fully extending full rights to women; and
- Effective implementation of key international conventions and declarations (including those dealing with political and civil rights, elimination of racial discrimination, and standards and rights at work) and global and regional treaties and conventions dealing with trade, pollution, and sustainable management of ocean resources.

**39. Key Issues for Priority Development Attention.** The international development community should assure support that does not overtax the limited implementation, administrative and monitoring capacities of the government but rather augments them. Some assistance should be provided directly through CSOs. Specific areas for priority donor attention, all consistent with Tuvalu’s own national development objectives, are:

- **Population.** Practical policies which address the carrying capacity and emerging social issues of Funafuti and the needs of the remote island communities.
- **Sustainable livelihoods.** Policies for formal and informal employment.
- **More equitable development.** Practical advice, human resource development and policies to genuinely improve the gaps between Funafuti and the other islands in terms of access to services and opportunities for employment and income generation.
- **Youth.** Practical options for training and employing the bulk of Tuvalu’s youth and protecting youth from life-threatening risky behaviour.
- **Human resource development.** Education and human resource development policies which improve the quality, relevance and practicality of education and training at all levels with more emphasis on the essential infant and pre-school years.

- **Globalisation.** Informed consideration of globalisation, realistic options, and adapting to challenges in a manner more likely to secure its benefits, maintain national sovereignty, and retain flexibility to formulate and implement economic and social policies.
- **Data.** Better understanding, development and use of data and information for effective research, policy development, programme implementation, and analysis and monitoring.
- **Treaties.** Better understanding, and where appropriate ratification and implementation, of treaties and other commitments.
- **Regional action.** Identification and action on key issues that require regional or global action rather than just a national response.
- **Vulnerability.** Better understanding of Tuvalu's vulnerability, both economic and environmental.
- **Sustainable development.** Development policies that are practical, sustainable, more equitable, compatible with local cultural norms and gender sensitive.

40. **Summary of Broad Themes for Priority Development Attention in Tuvalu.** Based on the CCA analysis, the key development issues discussed above, and deliberations of Tuvalu government officials, CSOs, in-country donor representatives and UN agency staff in Funafuti in January 2002, the following key development issues facing Tuvalu are to be the focus of UN assistance within the UNDAF:

Theme 1: Reducing Disparities in Services and Opportunities;

Theme 2: Governance and Human Rights; and

Theme 3: The Environment and Vulnerability.

## Priority UNDAF Development Goal and Objectives

41. The overall goal of UN assistance in Tuvalu throughout the 2003-2007 UNDAF period will be to:

*Support Tuvalu's national development strategies for achieving equitable and sustainable human development; reducing relative poverty; making decision-making transparent and accountable; and managing the country's natural resources in a sustainable manner.*

42. In seeking to achieve this goal, the UN will respect national sovereignty and aspirations for self-reliance and acknowledges the need for development policies and strategies that take account of Tuvalu's social, cultural, political and economic institutions. The three broad UNDAF 'thematic areas' or objectives, and their desired outcomes, are listed below as agreed during the January 2002 CCA/UNDAF:<sup>7</sup>

### **OBJECTIVE 1: ASSISTANCE FOR REDUCING DISPARITIES IN SERVICES AND OPPORTUNITIES**

**Assuring a more equitable provision of essential services and opportunities between Funafuti and the rest of Tuvalu, and within the outer island groups**

#### **Outcomes:**

- 1.1 Higher quality, more equitable and sustainable access to essential services (health, education, food and nutrition, social security, basic water and sanitation facilities, and employment opportunities) between Funafuti and the rest of Tuvalu and among the outer islands.
- 1.2 A higher quality of basic services for the disadvantaged and vulnerable, particularly women, children, and the disabled.
- 1.3 Improved mechanisms and structures for effective decentralisation.
- 1.4 Improved statistical and data management tools for planning, analysis, policy development, implementation and monitoring.

### **OBJECTIVE 2: GOVERNANCE AND HUMAN RIGHTS**

**Improved participation, accountability, and equity in decision-making**

#### **Outcomes:**

- 2.1 Improved transparency, equality and accountability within decision-making.

<sup>7</sup> The three UNDAF Objectives are identical to the three broad 'thematic areas' agreed during the January 2002 consultative meeting. The 'Results' under each objective are the same as those agreed at the workshop but some have been edited for consistency and clarity. Several have been further developed and reallocated among the three objectives.



- 2.2 Wider dialogue and participation in decision-making (by geographical location within Tuvalu, by gender, by government / CSO affiliation, etc.).
- 2.3 Ratification and more effective implementation by Tuvalu of key conventions and conferences, the Millennium Development Goals and national reporting on progress (e.g. the ratifying the *Convention on the Rights of the Child*, and implementing the *Convention on Elimination of All Forms of Discrimination Against Women*).
- 2.4 Improved statistical and data management tools for monitoring and measuring progress in achieving the Millennium Development Goals.

**OBJECTIVE 3: ADDRESSING ENVIRONMENTAL ISSUES (PARTICULARLY FUNAFUTI) AND VULNERABILITY**

**Improving the ability of Tuvalu to deal with economic and environmental vulnerability**

**Outcomes:**

- 3.1 Improved capacity to address population growth in Funafuti and its underlying causes.
- 3.2 Improved understanding of globalisation and economic reform.
- 3.3 Improved capacity for land-use planning and waste management.
- 3.4 Improved capacity for sustainable management of Tuvalu's natural resources (particularly climate change, biodiversity, marine resources and energy).

43. The expected contributions of individual UN agencies toward the above Objectives and Outcomes are shown in Annex 4, an indicative Programme Resource Framework for 2003-2007. The annex links each outcome to specific indicators of success, indicative outputs, and where available the anticipated agency financial resources. The Outcome Indicators are consistent with Millennium Development Goal indicators (usually the summary form of Annex 1 but in some cases the full version of MDG indicators<sup>8</sup>).

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<sup>8</sup> Some of these are still under development. See *Reporting on the Millennium Goals at the Country Level* (UNDP, October 2001).

## 5. Cooperation Strategies to Reach UNDAF Objectives

44. The ongoing global reforms and emergent role of the UN influence the way the UN system operates in Tuvalu. A priority of this UNDAF has been to develop a more coherent set of objectives that are supported by measurable outcomes/results and well-defined outputs. There is limited capacity within the national administration and island councils to provide services to a population that is scattered across numerous islands, with infrequent transport and poor communications infrastructure. These constraints and varying capacity across sectors to support national execution of externally funded projects present a range of challenges for a UN system with limited resources. Effective coordination mechanisms with donor agencies should be relatively easy to improve, however, as the number of key donors is limited.

45. A particular challenge for working in Tuvalu (and most Pacific Island Countries) is the lack of an in-country presence. As a consequence, efforts will be made to strengthen the UN capacity. A related issue is that the UN agencies supporting Tuvalu do not operate under a single Regional Coordinator's office. Five agencies (UNDP, WHO, UNICEF, UNFPA, and UNIFEM) support Tuvalu from Suva, Fiji where the UNDP Resident Representative is the Resident Coordinator. UNESCO and FAO are based in Apia, Samoa and work under the Resident Coordinator's office based in Apia. The ESCAP Pacific Operations Centre is based in Port Vila, Vanuatu while other UN agency support is coordinated from their headquarters or from regional offices based outside of the Pacific. Although no UN agencies are resident in Tuvalu, the Office of the UN Resident Coordinator seeks opportunities for involvement of other agencies in cooperative approaches with Tuvalu. The complexity of these arrangements adds to the burden of coordination and makes day-to-day cooperation problematic.

46. UN assistance will be designed to be innovative and catalytic, in terms of both the nature of activities supported and in the partnerships developed. A key and growing partnership is expected to be developed with CSOs, as they are central to fostering sustainable development, with many directly involved in the delivery of basic services in remote areas. Efforts will continue to better understand the roles the UN can play in relation to those of bilateral and multilateral donors. As elsewhere, the UN system is often seen as a donor, with confusion over the role UN agencies can usefully play as a partner in helping to coordinate overall donor support. Resource and capacity constraints within the UN system preclude large-scale interventions, the UN role more suitably and significantly being to catalyse the involvement of the Government, the CSO community and members of the donor community in a range of initiatives.

47. The following strategies are being adopted to implement the UNDAF to maximise opportunities for cooperation.

### Mutually Reinforcing Activities

48. The UN system will build on the success of past activities and develop an integrated and mutually reinforcing set of interventions. With the support of the Government of Tuvalu, the UN will identify target beneficiaries in major islands who demonstrate a capacity to implement and a track record of sustained commitment to planning and implementation of projects designed to support their local communities. Resources from a number of UN agencies will be focused across the three UNDAF objectives to address locally identified needs in the areas of quality service delivery and access, improved governance and natural resource management.

## Advocacy

49. The UN system enjoys a strong relationship with the Government of Tuvalu and its development partners. Activities of the UN system are discussed with Government counterparts to assure consistency with, and support of, national development aspirations.

50. The commitment of successive Tuvalu Governments to a wide range of global development goals has been made clear through GoT policy statements and national development strategies. However, as summarised in the CCA, regional and international commitments are often difficult to realise because of severe resource constraints, competing priorities for budget and human resources and the need to meet a wide range of development challenges simultaneously. As a consequence the commitments made internationally are often set aside, delayed or the status of implementation is not reported on effectively.

51. The member states of the United Nations have entrusted the UN agencies with a strong advocacy role, working on their behalf. Thus, a key role of the UN system in Tuvalu over the next five years will be to strengthen the local capacity to understand regional and global conventions, support ratification processes where appropriate, and support effective implementation of these instruments and conventions. The UN will also support efforts to integrate the monitoring and reporting requirements of these commitments with the Government's own planning, budgeting and monitoring mechanisms.

## Strategic Partnerships and Policy Dialogue

52. The UN system works closely with the Government and its external development partners operating in Tuvalu. There are challenges for the UN in establishing an ongoing close working relationship with the government and key donors, in part because of the lack of a physical UN presence in Tuvalu and the limited numbers of donors present in the capital, Funafuti.<sup>9</sup> Serious consideration will be given to establishing a liaison office or other presence in Funafuti, with support services shared among a number of UN agencies, during the UNDAF period.

53. The UN will respond to requests where the UN system has a comparative advantage or can offer an alternative partnership approach; this will be explored through networking, both formally and informally, with potential partners. This will require regular contact and the participation of a wide cross-section of the development network, including CSOs and the small Tuvalu private sector.

54. As already noted, the Tuvalu government administration is severely under-resourced in terms of skills and finances. A key issue is to design programmes and projects that are sufficiently straightforward that the government and the UN can readily coordinate and administer activities, while sufficiently well-designed that they deliver the planned services effectively. Another issue is developing strategic partnerships for the delivery and management of programmes and projects. The possibility of more joint programming and joint evaluations among UN agencies and with other development partners will be investigated.

## Knowledge Networking and Information Sharing

55. The UN system will provide to the Government and other development partners, policy-relevant information, lessons from UN experiences and examples of innovative practices, policies and methods of implementation. Where possible, the UN will participate in joint feasibility and design missions to promote information exchange across agencies and agree to unified solutions to development challenges. An important element of this approach will be

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<sup>9</sup> The Australian government has a one-person aid administration office in Funafuti. There is a European Community Technical Adviser and a Taiwanese office. The New Zealand government may establish an NZODA office.

promoting cross-sectoral linkages and considering broader cross-cutting issues such as gender, HIV/AIDS and cost-effective information, education and communications approaches when designing interventions.

## **Capacity Building**

56. Capacity building and institutional development are interrelated and interdependent. The experience in Tuvalu suggests that the Government and its development partners need to find new ways to resolve these issues if the country is to overcome continued capacity constraints and institutional weaknesses. In this regard, the UN system can play a unique role in helping develop more innovative ways for providing technical assistance and for ensuring local ownership of required institutional changes. Without such ownership there will continue to be limited success in implementing new policy and planning initiatives.

57. Key issues for capacity building are the initial availability and continuity of suitable counterparts and recognition that the process of building capacity can be a long, and often disrupted, process. The UN system will ensure consistency and commitment in providing technical support, with advisers chosen who will maximise the engagement of counterparts. It is necessary that foreign advisers recognise the cultural and social aspects of workplace relations and practical obstacles to reform objectives in Tuvalu and help Tuvalu to design policy and planning initiatives that respect these differences. Solutions must be 'home grown' and be seen and understood in this way by Tuvaluans. Where there is provision of services through or with CSOs, the UN will carefully consider, and where appropriate address, the management and financial accountability of the CSOs.

58. The UN will consider Human Resources Development assistance that is more appropriate for a microstate such as Tuvalu (where it can be very difficult to release essential staff for extended periods of overseas training) and work with the GoT on building the internal capacity to more effectively absorb those people who are trained. Training, both within and outside the country, will continue to address priority needs for essential skills and an appropriate distribution of training opportunities to improve access by all Tuvaluans to essential services.

59. As noted above, complex management and monitoring arrangements of external partners can place a severe burden on tiny and overstretched administrations. A key issue for the UN system will be to reduce this burden by increasing joint missions, common reporting mechanisms and jointly planned activities within the UN system itself, and where practical with other development partners. The potential will be developed for linking the review and monitoring of the UNDAF with the delivery of periodic national Millennium Development Goal Reports. This approach will also be encouraged where practical for monitoring and reporting of other regional and UN declarations and commitments.

## **6. Follow-up and Review**

60. UNDAF preparations took place several months before the national Parliamentary elections of July 2003. The first annual UNDAF work plan (for 2003) will be developed sufficiently late in 2002 to allow any concerns of the new government to be addressed. The annual work plan will form the basis for monitoring and reporting by the Office of the UN Resident Coordinator.

61. The goals, objectives and strategies of the UNDAF will be monitored, evaluated and reviewed annually. Assessment of progress in meeting UNDAF goals and objectives will enhance the accountability of the UN agencies and provide opportunities for joint review and consultation. The annual work planning process will also be an opportunity to reassess UNDAF strategies and will be supported by inter-agency results-based monitoring and evaluation involving:

- integration where practical of individual agency mechanisms for programme implementation and management;
- monitoring of agency activities to improve data analysis and use, particularly for the Millennium Development goals;
- monitoring of outcome/result-oriented indicators for progress in achieving UNDAF objectives (as identified in the indicative Programme Resources Framework of Annex 4); and
- periodic review and evaluation of those key agency programmes/projects that will be developed to support UNDAF objectives.

62. On the basis of the indicators and evaluations, an annual report describing the progress of UN agencies towards meeting the UNDAF Goal and Objectives will be produced. Findings will be discussed by the UN Country Team (and, where appropriate, with offshore UN agencies which support Tuvalu) with results summarised in the Resident Coordinator's annual report. Where new or revised UNDAF outcomes are proposed, these will be agreed with the Government and incorporated into a revised Programme Resources Framework, with a clear indication of measurable indicators and outputs.

63. The country-specific MDGs for Tuvalu (see Annex 1) will be finalised along with agreed baseline data and targets during 2003. The first national Millennium Development Goals Report (MDGR) will also be produced in 2003. Subsequent MDGR will be timed to coincide with the UNDAF Mid-Term Review process and an end of cycle evaluation of the UNDAF. UN Agencies, Government, CSO representatives and donor partners will be fully involved in the MTR and end of cycle evaluation. These reviews will assess progress, identify bottlenecks and revisit the UNDAF focus and strategy in light of the evolving country situation as well as regional and global developments relevant to Tuvalu. The timing is shown in Table 1 below:

**Table 1: Tentative Timetable for UNDAF Follow-up and Monitoring**

<b>2002</b>	December	Preparation of RC Annual Report and UNDAF work plan for 2003
<b>2003</b>	September December	Preparation of first National MDG Report UNDAF Review, RC Annual Report & UNDAF work plan for 2004
<b>2004</b>	December	UNDAF review, RC Annual Report and UNDAF work plan for 2005
<b>2005</b>	June September December	Mid-term review of UNDAF Second National MDG Report Preparation of RC Annual Report & UNDAF work plan for 2006
<b>2006</b>	December	UNDAF Review, RC Annual Report & UNDAF work plan for 2007
<b>2007</b>	Jan-March June December	Evaluation of UNDAF Preparation of second CCA and the UNDAF for 2008-2012 cycle Preparation of RC Annual Report and UNDAF work plan for 2008

## 7. Programme Resources and Framework

64. For Tuvalu (and Pacific Island Countries in general), it is extremely difficult to prepare an accurate projection of the resources likely to be available to support UNDAF activities. The UNDAF format was specifically designed for use in a single country where UN agencies have a predetermined country financial ceiling based on a clear formula for allocations, or some other reasonable estimate of a country programme budget. This is not the case for Tuvalu as most agencies' Governing Councils only allocate funds to PICs regionally. Thus, most UN agencies that assist Tuvalu do so primarily through a regional (or Pacific sub-regional) allocation, with some specific national activities funded from external sources. Some agencies which do have a specific country programme budget for Tuvalu nonetheless provide a large portion of their support through their regional programme allocations.

65. Because the various regional UN programmes are such important sources of UN support for Tuvalu, the tables below separate, to the extent possible, regional programme financial resources from national programme resources. Table 2 is a preliminary estimate of the regional programme funding available for the PICs from which much of the Tuvalu support will be provided. As the table shows, the number of countries sharing these funds varies by agency. The allocations themselves are preliminary and the proportions that will be used directly for activities within Tuvalu, or for Tuvalu, cannot be accurately estimated. Table 2 excludes funds that have been set aside for Tuvalu alone.

**Table 2: Summary of Preliminary Indicative Regional Programme Resources for the Pacific Island Countries from 2003–2007**

Organisation	Allocation: US\$ '000s	Comments
UNDP	16,200	For 10 PICs. Includes \$3.3m for human rights, \$10.0m from GEF and \$2.9m for others. It excludes the Tuvalu Country Programme.
UNFPA	8,000	For 14 PICs. Assumes same core budget as approved for 1998-2002 cycle. An additional \$2.5m is being sought from other resources.
UNICEF	10,000	Additional \$2.4m is being sought from other sources.
UNIFEM	3,000	For 15 PICs. Estimated by UNIFEM for 2003-2007.
WHO	27,800	For 21 PICs. 2003 is based on 2002-2003 biennial planning figure, 2004-2007 assumes a 3.5% cut for the regional programme budget.
ILO	5,000	For 4 PICs members including Kiribati. Assumes same annual budget as the 2002-2003 biennial of \$0.35m regular budget +\$1.75m other or \$1/year.
Other	TBD	FAO, UNESCO to be added.
Total	-	-

66. For those UN agencies with a specific country programme budget for Tuvalu, Table 3 provides a summary estimate of proposed expenditure for those agencies that are expected to support the UNDAF. This table is additional to funds shown in Table 2 above. Thus the indicative resources expected to be available to Tuvalu during the five-year period are those of Table 3 plus a relatively small portion of those shown in Table 2.

**Table 3: Summary of Preliminary Indicative National Programme Resources for Tuvalu from 2003–2007 (US\$ '000)**

UN Agency or Organisation	Objectives of the UNDAF			Total Resources
	1) Reducing Disparities in Services & Opportunities	2) Governance & Human Rights	3) Environment & Vulnerability	
UNDP	674	-	200	874
UNFPA				Unavailable
UNICEF				Unavailable
UNIFEM				Unavailable
WHO				
Other Specialised Agencies				Unavailable
Other				Unavailable
Total	-	-	-	-

Notes: 1) UNDP excludes GEF, which could exceed several hundred thousand dollars.

2) WHO resources assumes same annual biennial allocation as the 2002-2003 period

67. Annex 3 indicates the type and magnitude of development assistance Tuvalu receives. The information was available for varying years (by agency and sector) and various currencies so an overall summary for 2000 and 2001 could not be prepared.

68. Annex 4 is the Indicative Programme Resources Framework, which includes a preliminary indication of resource mobilisation by the UNCT in meeting the three objectives identified for the UNDAF. As far as possible, the annex distinguishes among those resources which are: i) from core funds or otherwise reasonably assured, ii) likely or expected (with source and type of funding indicated where known) and iii) remain to be mobilised. Substantive programme details will be developed over the next several months by individual agencies for both individual and joint programming.

## Annex 1: Indicators of Development for Tuvalu: The CCA/UNDAF Millennium Development Goals Indicator Framework

### Annex 1 A) The MDGs for 2015: Summary of Status at a Glance

The Millennium Development Goals (MDGs) are global human development goals adopted by the United Nations in 2000 for achievement by 2015 from a 1990 baseline. The table below is a draft format for summary reporting of Tuvalu's status in progress toward meeting the goals.

- Column 1 below lists the summary *global* MDGs from 'Status at a Glance', Annex 3 of *Reporting on the Millennium Goals at the Country Level* (UNDP, October 2001).
- Column 2 indicates a draft *country-specific* form of the summary MDGs tentatively to be used by Tuvalu in its reporting. This is based on discussions during the national CCA/UNDAF consultative meeting held in Tuvalu in February 2002 and may be modified further.

Global Goals	Tuvalu Goals and Comments	Will the Target or Goal be Met in Tuvalu?			State of the Tuvalu Supportive Environment			
		Probably	Potentially	Unlikely	Strong	Fair	Weak but Improving	Weak
<b>Extreme Poverty.</b> Halve the proportion of people living in extreme poverty (or below the national poverty line).	<b>Relative Poverty.</b> Replace 'Extreme Poverty' with 'Relative Poverty' or 'Poverty of Opportunity' <i>Comment:</i> Extreme poverty is quite rare in Tuvalu	In the MDG Report: i) For the summary of status, columns 3 & 4 would include a simple check ✓ under the appropriate indicator above. ii) there will be a brief explanatory note in this space.						
<b>HIV/AIDS.</b> Halt and begin to reverse the spread of HIV/AIDS and malaria	Delete 'malaria' (which does not occur in Tuvalu) but perhaps add TB, filariasis, heart disease & hepatitis B.							
<b>Hunger.</b> Halve the proportion of under-weight among under- 5 year olds.	<b>Malnutrition.</b> Replace 'hunger' with 'malnutrition' and 'underweight' with 'malnourished'							
<b>Basic Amenities.</b> Halve the proportion of people without access to safe drinking water.	No change <i>Comment:</i> the standard indicators for safe drinking water may not be accurate for Tuvalu							
<b>Universal Primary Education.</b> Achieve universal completion of primary education.	This has basically been achieved but a quality indicator should perhaps be added							
<b>Gender Equality.</b> Achieve equal access for boys and girls to primary and secondary school by 2005.	No change							
<b>Maternal Health.</b> Reduce maternal mortality ratios by three-quarters.	No specific change suggested but an indicator of maternal health may be preferable to mortality <i>Comment:</i> see note below							
<b>Child Mortality.</b> Reduce under-five mortality rates by 2/3.	No change							
<b>Environmental Sustainability.</b> Reverse the loss of environmental resources.	No change							

*Note:* Absolute numbers of maternal deaths (0 - 5 per year over the past decade) are too small to show meaningful trends for a very small population. For Tuvalu a more meaningful indicator for any rare event would be a moving 3-year or 5-year average.



## Annex 2: Lessons Learned From UN System Cooperation with Tuvalu

No Country Strategy Note has been prepared by the UN system for Tuvalu. For some agencies, Tuvalu is served primarily through regional programmes that cover as many as fifteen Pacific Island Countries (PICs). For these agencies, the 'lessons learned' are often reported for the region as a whole with no individual country reports. Based on the a number of Tuvalu-specific and regional reports,\* and the observations of staff (UNDP, UNFPA, UNICEF, UNIFEM, and WHO) who have worked with or in Tuvalu, the following summary has been prepared of lessons learned from UN system cooperation during the current and previous programme cycles. Some of the issues and lessons are inter-related. They have not been listed in any order indicating importance or priority:

### Overall UN Programme Design and Priorities:

- **Mutually reinforcing activities.** Where the UN system builds on successful past activities, and develops an integrated and mutually reinforcing set of interventions, the new interventions are likely to more successful. Although this is a common-sense conclusion, it is particularly important for a very small country like Tuvalu with limited capacity to manage development assistance. *Lesson learned: build on past UN successes.*
- **Need to focus on fewer, better-defined priorities.** Given the UN system's limited financial and technical resources, it cannot expect to effectively address all of Tuvalu's key development issues. It must strategically address a limited number of clearly identified priorities. *Lesson learned: The UN system should determine which of the PICs face the greatest need which matches the agencies' core business — and the groups or sectors in each country facing the greatest need — and allocate resources accordingly where the impact is expected to be significant.*
- **Programme design and low absorptive capacity.** Even compared to other Pacific Island states, Tuvalu has an extremely limited number of skilled and experienced officials, who must deal with a wide range of assistance programmes and projects. If a single key official is unavailable, follow-up and administration often do not proceed. *Lesson learned: Programme and project designs should be flexible, sustainable and less complex than in the past so they are easier for Tuvalu to manage. They should not depend for success on the availability of a single government official or CSO staff member.*
- **Poor implementation rate.** As an LDC, Tuvalu is a priority country for UN assistance. Partly as a result of very low absorptive capacity, however, the implementation rate of UN programmes has generally been far lower than planned. *Lesson learned: The UN must carefully assess the actions and inputs required from both counterpart agencies in Tuvalu and the UN agencies themselves to improve implementation rates.*
- **Reducing complexity of programme and project design.** In a very small state like Tuvalu, the same small group, or even single individual, must deal with a number of UN agencies and donors. It can be difficult to understand the acronyms, jargon, reporting formats, etc. Also, some project and programme designs have been too complicated and are difficult for the agencies themselves to manage. Some programmes and activities still lack clear priorities or measurable outputs. *Lesson learned: programmes and projects for Tuvalu should be designed from the outset to be flexible and to match local capabilities to*

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\* These documents are: *Mid-Term Review of the UNICEF Pacific Programme for 1997-2001* (UNICEF Pacific, 1999); *Mid-Term Review of the UNDP Pacific Regional Programme for 1999-2001* (UNDP, Suva, Jan. 2000); *Country Assessment Report: Tuvalu Country Cooperation Framework for 1997-2001* (UNDP, Suva, August 2000); *UNICEF Pacific Strategy Paper* (UNICEF Pacific, Suva, Fiji; November 2001); *Overview of UNIFEM's Programmes in the Pacific: 1996-2000* (NZODA, undated); *UNICEF Country Note: Pacific Island Countries* (Executive Board; UNICEF, New York; January 2002); *Report of the CCA/UNDAF In-Country Consultative Meeting Funafuti, Jan 2002* (UNDP, Suva, Fiji; March 2002); and *A Review of the UNFPA Programme of Assistance to the Pacific Island Countries 1998-2002* (UNFPA, Suva, Mar 2002).

*implement and manage. They should be less complex and more focussed. Where practical, there should be a single ministry (or CSO) with overall responsibility. The outputs expected should be prioritised, transparent, clear and measurable.*

- **Difficulty of serving remote, rural populations.** Financial constraints (UN agency and government) and poor transport and communications often result in a concentration of UN efforts in Funafuti but inadequate delivery to remote islands. Those living in remote areas are often denied training. *Lessons learned: Despite past efforts, the capital vs. outer island gaps may be widening. Strengthening service delivery to outer islands needs to be an explicitly higher priority for the UN system. The traditional leaders, the Kaupule, should be a primary outer island contact point.*
- **Uncertain benefits for targeted groups.** For at least some agencies, despite an explicit emphasis on women, youth, and disadvantaged groups in their country programmes, there is little evidence that the programme has genuinely benefited them. *Lesson learned: UN programmes and projects must be more pro-active in assuring that the planned beneficiaries do in fact benefit.*
- **Inadequate Country Programme financial resources.** For some agencies, the financial allocation available for activities in Tuvalu is insufficient for effective intervention. However, it is increasingly difficult to raise external funds for national programmes for small PICs. *Lesson learned: Although it can be difficult to raise external funds for a particular PIC, it should be easier to raise additional resources for carefully selected high-priority issues affecting the region from which the country can benefit. The UN Country Team should actively develop mechanisms to increase national resources through a well-designed regional resource pool. In some cases, a core regional team of specialists to provide backstopping for several common or similar national initiatives can be cost effective in the PICs.*
- **Need to apply the lessons from outside the region.** The UN system has a vast reservoir of knowledge and experience from outside the Pacific but may not always use it effectively in Tuvalu. There is a valuable experience from elsewhere which need not be relearned in Tuvalu. Experience on effective poverty reduction strategies for island states could be adapted for the Pacific. *Lesson learned: The UN system should develop better mechanisms to use appropriate experiences from other small states in the Pacific.*
- **Regional UN programme importance.** For Tuvalu, a country where many agencies do not have a country programme but work through a regional programme, UN regional activities can be far more significant in terms of potential assistance than for larger countries. Yet there is often limited information available on the programmes and how Tuvalu can benefit from them. *Lesson learned: The UNCT or individual agencies should prepare a simple, short overview of all regional programmes, their key activities and points of contact.*
- **Value of linking with regional organisations.** Working closely and collaboratively with regional organisations increase UN system effectiveness through pooled expertise and making better use of scarce resources. *Lesson learned: UN agencies should more seriously consider options for working with these organisations.*

### **Programme Management:**

- **UN programme management.** Programme performance for many agencies would be improved if more effective mechanisms were in place for monitoring and reporting. These include audits/quality checks, better management training, better understanding among agency staff and Tuvaluans of logframe and results-based management approaches, regular reviews and in-country monitoring, and standard reporting formats among the UN (and other) agencies. There was a need for a simple compilation/booklet of UN funding and programmes with a simple guide on how to access these funds. *Lesson learned: More*

*effective mechanisms are required, some of which would be easier to implement with an in-country agency presence.*

- **Desirability of an in-country UN liaison office.** No UN agencies have a permanent in-country Tuvalu presence. Most agencies serve Tuvalu from Fiji with others based further away. Follow-up of activities, collection of data and information, support for visiting staff and consultants, project reporting, financial accountability and reviews are expensive, time-consuming, and sometimes less effective than planned, partly as a result of management from afar. *Lesson learned: UN agency programmes and projects could be considerably more effective if a multi-agency in-country office were to be established, serving a number of agencies with operating expenses shared among them.*
- **Improving local ownership of UN programmes and projects.** Some UN agency activities lack national ownership, which reduces their effectiveness. Because of frequent movements of Tuvaluan officials and limited records and documentation, it is not always clear how programmes and projects of some UN agencies were developed and adopted. When consultations have been limited, there can be an appearance that the UN's agendas, not local priorities, drive programme formulation. *Lesson learned: Programme and project design should include broad participation among government, civil society and donor partners and a transparent development process.*
- **Recognition that the Pacific really is different.** UN agency HQ officials often assume that all PICs are basically alike and that programme delivery in the Pacific should be comparatively straightforward due to small populations and relatively low rates of extreme poverty. However, dispersed geography and poor economies of scale often impose high costs on programmes for the region overall. At the country level, the problems facing, for example, Tuvalu and the Solomon Islands differ substantially as do effective approaches to address the problems. *Lesson learned: Agency PIC country offices need to regularly explain the issues faced by the region and by individual PICs such as Tuvalu or risk a lessening of HQ support.*
- **Improving financial management of UN projects.** Within Tuvalu, there are very few officials with adequate financial management and administrative skills, low absorptive capacity, and accounting standards that are variable and sometimes non-transparent. *Lesson learned: There is a need for careful and ongoing monitoring of the use of funds allocated for UN programme and project activities.*
- **Value of National Coordinating Committees.** UN support for national coordinating committees has been an effective way of developing national reports on the Convention on Rights of the Child and more widely advocating child's rights *Lesson learned: Support for similar committees may be an effective means of advocacy for CEDAW and other conventions.*
- **More effective mainstreaming.** There have long been efforts to 'mainstream' UN activities in the Pacific. Long terms effects are likely to be more effective when UN support (gender reform, environmental protection, reproductive health, vaccine programmes, etc.) includes working closely with public sector reform programmes and helping incorporate funding in the annual government budgeting process.
- **Using CSOs more effectively.** Despite the presence of CSOs in remote islands where government services can be limited, only a few UN projects are implemented through CSOs or use them to identify issues (nationally or locally), develop policies or report on progress. In part this is because of weak financial accountability even where service delivery may be adequate. UN, government and CSO cooperation can improve the likelihood of sustainability of UN efforts. *Lesson learned: In general, CSOs are unlikely to be effective for supporting or delivering UN activities in Tuvalu on a larger scale unless*

*there is support to strengthen their accountability and general management, done in a way which does not overwhelm them.*

### **Advocacy and Communications:**

- **Advocacy and communications.** UN agencies have all been active in advocacy initiatives using a wide variety of communications tools. However, not enough is being done and not enough people are being effectively reached. *Lesson learned: UN agencies should use radio (the medium reaching the most people) more effectively. Advocacy and communications strategies should be strengthened and be included in all programmes and projects.*
- **Importance and limitations of awareness building efforts.** Awareness has generally increased throughout the PICs including Tuvalu on the importance of micro-nutrients for children, the importance of breast-feeding, the risks of rapid-expansion of HIV/AIDS, the importance of early childhood education, links between health and sanitation / water quality, lifestyles associated with diabetes and other non-communicable diseases, the dangers of smoking, etc. However, this awareness does not necessarily lead to measurable improvements in the short-term. *Lesson learned: For UN programmes and projects, awareness raising efforts should continue for extended periods and be followed-up with additional practical activities.*
- **Improving access to information about UN services.** There has only been a single visit of the UN Country Team as a group to Tuvalu and this resulted in better understanding of the UN system overall and the relationships among agencies. *Lesson learned: More such visits would help Tuvalu understand the UN system and its many agencies*

### **Sectoral and Cross-Cutting Lessons:**

- **More attention to population and development.** The growing concentration of people, services and potential environmental degradation in Funafuti suggest inadequate past attention to population and development issues. *Lesson learned: More research and resources need to be devoted to this area to improve the government's understanding of issues and the capacity to deal more effectively with them.*
- **Addressing gender issues.** Addressing gender issues through a women's office in government is insufficient. *Lesson learned: As gender is not a 'women's issue', there is a need to actively involve more men in addressing gender issues.*
- **Need for continual, and more appropriate, Human Resources Development.** The UN system has provided a wide variety of training and HRD continuously for some years. Due, however, to migration, retirement, deaths, and a high rate of occupational mobility, there will be a continuing need at current or higher levels for many years if development goals are to be met. *Lesson learned: HRD needs must be regularly monitored, with support modified but continued at current levels.*
- **Inadequate data collection, analysis, and distribution.** Up-to-date and regular data and information for analysis, policy development, decision-making, monitoring, evaluation etc. are needed for most sectors. There is a great deal of duplication in data collection and a considerable amount of inconsistent data used nationally and within UN agencies but no easy solution to the problem. Many UN project reviews, midterm reviews, etc. have suffered from the lack of data and its inconsistency. *Lesson learned: There is a need to strengthen capacity to collect and effectively use data / information for a wide variety of purposes nationally and with regional organisations and UN agencies that serve Tuvalu.*
- **Addressing child and youth issues.** Acknowledgment of, and interest in, child protection issues (child abuse, international adoptions, juvenile justice, child rights, HIV/AIDS) and

youth issues (development, health, social and economic future, youth disaffection, etc) has increased in recent years, due in part to UN efforts. However, not enough has been done to protect children and youth. *Lesson learned: As with awareness efforts in general, it is insufficient to raise awareness and interest in child/youth issues. Follow-up activities and better coordination with related activities of other agencies are necessary. There are also benefits in including active participation by youth and adolescents in identifying issues affecting them and in helping to address them.*

- **Male and female education.** Although female enrolment rates in primary and secondary school are approaching, or equalling, those of males, there is still a higher female dropout rate. *Lesson learned: UN activities should consistently work to improve attitudes of gender equality in schools and elsewhere.*
- **Local cost-sharing.** For some agencies, delivery of some high-priority services to the PICs has improved where the country pays an agreed element or portion of costs. *Lesson learned: UN agencies should explore more cost-sharing opportunities with the government.*
- **Improving training materials.** Training materials for Tuvalu developed in a participatory manner with local people are generally more effective and generate more local ownership. *Lesson learned: Develop HRD / training materials with local people, not for them.*

### ANNEX 3: Status of Development Cooperation in Tuvalu

#### Annex 3 A) Development Assistance to Tuvalu by Source in Australian \$'000:

Agency	FY 2001 estimated	FY 2002 projected
<b>Multilateral</b>		
EU	900	1,300
ADB	2,100	3,400
UNDP	100	75
FFA	100	200
SPREP	200	200
ESCAP	100	10
UNESCO	50	380
UNFPA	100	100
WHO	100	100
SPC	60	50
CFTC	100	0
Forum Secretariat	50	100
Others	60	50
Sub-total of multilateral	4,020	5,965
<b>Bilateral</b>		
Australia	2,400	2,000
New Zealand	1,900	1,900
Japan	200	25,000
France	100	0
Canada	100	100
ROC	13,909	13,000
India	30	10
USA	50	10
UK	10	1
Others	100	100
Sub-total of bilateral	18,799	42,121
<b>TOTAL (A\$ thousands)</b>	<b>22,819</b>	<b>48,086</b>

Source: Estimate of Overall External Assistance to Tuvalu, National Budget (Tuvalu, 2002)

Note: Rounded off slightly

### Annex 3 B) Development Assistance to Tuvalu by Sector:

This is a slightly amended version of Annex 1 of Tuvalu-European Community *Country Strategy Paper and National Indicative Programme for 2002-2007* (early 2002)

Tuvalu Country Matrix	Economic Development	Social Development	Productivity Sector	Thematic / Crosscutting Issues
1. Government	<ol style="list-style-type: none"> <li>Operational Grant to the Tuvalu Media Corporation: A\$0.31m (2000) and A\$0.25m (2001).</li> <li>Funafuti Road Reconstruction Project (20 km of roadway). Funding in 2001: A\$7.5m.</li> <li>Construction of new parliament building. Funding: approx. A\$500,000 (2002 or 2003).</li> <li>Relocation of airport terminal/ civil aviation facilities. Funding in 2002: approx. A\$0.5m.</li> <li>Wharf warehouse and foreshore protection. Funding: A\$28,000 (2000).</li> <li>Capital injection into the Tuvalu Trust Fund. Funding: A\$5m (2000) and A\$2.8m (2001)</li> <li>Community Fishing Centres in the outer islands. Working capital in 2001: A\$60,000.</li> <li>Community Fishing Centres fit-out. Funding in 2001: A\$30,000.</li> <li>Direct micro expellers for the outer islands. Funding in 2000: A\$80,000.</li> <li>Copra production subsidy. Funding in 2001: A\$150,000.</li> <li>Coconut oil support programme. Funding in 2001: A\$80,000.</li> <li>New bilateral fish licensing agreements have been signed with the ROC, ROK, Japan, as well as fishing companies and associations in Fiji, Vanuatu, Solomons, and FSM.</li> <li>New fish licensing agreements to fish Tuvalu's seamounts are expected in 2001 or 2002.</li> </ol>	<ol style="list-style-type: none"> <li>Drought relief. Funding in 2000: A\$300,000.</li> <li>Solar water pump project for the outer islands. Funding in 2000: A\$43,750.</li> <li>Desalinators, water tanks, water trucks, upgrading water systems, etc. Funding in 2000 and 2001: A\$350,000.</li> <li>Construction of national sports field. Funding in 2002: A\$500,000.</li> <li>Construction of outer island primary school building (2 islands). Funding in 2001: A\$800,000.</li> <li>Construction of outer island primary school buildings (3 islands). Funding in 2002/2003: A\$1.38m.</li> <li>New housing and renovations. Funding: A\$200,000 (2000) and A\$200,000 (2001).</li> <li>House maintenance. Funding in 2001: A\$200,000.</li> <li>In-service scholarships and training. Funding in 2001: A\$650,000. On-going.</li> <li>Pre-service scholarships and training. Funding in 2001: A\$2.5m. On-going.</li> <li>New water supply system at Motufoua Secondary School. Funding in 2000/01: A\$100,000.</li> <li>Teacher housing at Motufoua. Funding in 2001: A\$100,000.</li> <li>Subsidy for Tuvalu Maritime Training Institute: A\$232,000.</li> <li>TMTI scholarships: A\$400,000.</li> <li>Local contribution to the AusAID waste management project (see below). Funding: A\$240,000 (2000) and A\$240,000 (2001).</li> <li>UNV Surgeon. Funding A\$50,000 (co-financed with UNDP, see below).</li> </ol>	<ol style="list-style-type: none"> <li>Take-over and restructuring Tuvalu Solar Electric Co-operative Society. Funding in 2000: A\$50,000.</li> <li>Interim administration grant to outer island governments. Funding: A\$500,000.</li> <li>Renovation of outer island council buildings. Funding: A\$200,000.</li> <li>Implementation of outer island local government initiative, the Falekaupule Act. Funding: A\$0.2m (2000) and A\$0.48m (2001).</li> <li>Falekaupule (outer island) Trust Fund capital injection (matching the ADB). Funding: approx. A\$8m (in 2000 and 2001).</li> <li>Outer island contributions to the Falekaupule Trust Fund: A\$1.4m.</li> <li>Outer island tractor project. Funding in 2000: A\$210,000.</li> <li>Outer islands electrification. Funding: A\$1.94m (see also Economic Development).</li> <li>Causeway construction on the island of Nanumea. Funding: A\$100,000 (2001).</li> <li>Renovation of outer island council (Falekaupule) offices. Funding in 2000: A\$200,000.</li> <li>Technical and Capital Grants to island councils. Funding: A\$299,000 (2001).</li> <li>Tied Grants to Island Councils. Funding: A\$112,000 (2001).</li> <li>Renovating cyclone damaged community buildings on the outer islands. Funding in 2000: A\$52,000.</li> </ol>	<ol style="list-style-type: none"> <li>Signed the Cotonou Agreement between the EU and ACP states in June 2000.</li> <li>Admitted as the 54<sup>th</sup> full member state of the Commonwealth on 1 September 2000.</li> <li>Admitted as the 189<sup>th</sup> member state of the United Nations on 5 September 2000.</li> <li>Establishing permanent UN mission to the United Nations in New York in second quarter of 2001.</li> <li>Passage of the Funafuti Conservation Areas Act 1999, creating the Funafuti Conservation Area conserving the marine and terrestrial bio-diversity of Funafuti Atoll based on the sustainable use of natural resources. The area encompasses 33 sq. km, and includes reefs, channels, lagoon and islets.</li> <li>Public Sector Reform Initiative: Improving governance in Tuvalu, and links between the government and public service, state enterprises, NGOs, and the private sector.</li> <li>Strengthening local government: passage and implementation of the Falekaupule Act which created stronger local government in the outer islands and devolved central govt. responsibility for outer island affairs to local governments.</li> <li>Draft legislation on Social (and women's) policy currently under review, covering issues of gender equality, social welfare, support for the disabled, etc.</li> </ol>

Country Matrix	Economic Development	Social Development	Productivity Sector	Thematic / Crosscutting Issues
<b>Government</b> (continued')	14. Cargo handling equipment. Funding in 2000: A\$300,000. 15. Electrification of outer islands. Funding: approx. A\$1.35m (2000) and A\$588,000 (2001). (See also Productivity).		14. The creation and installation of a local Tuvalu ISP (Internet gateway) in Oct. 1999, providing full-service Internet access. 15. Additional ISP and computer support to be provided by the .tv Corp. in 2000 and beyond. Funding: US\$10,000/yr.	9. Recent governmental reforms: i) corporatisation of the Broadcasting and Information Office in Jan. 2000 (now the Tuvalu Media Corporation); ii) corporatisation of the Tuvalu Maritime School in Jul. 2000; and iii) privatisation of national shipping services expected in 2001.
<b>2. Private sector</b>	1. Construction of a new double-storey headquarters and exchange building for the Tuvalu Telecommunications Corporation (TTC). Funding: approx. A\$550,000. 2. The fastest areas of growth in the private sector for the years 1996-98 - the most recent data available – are:  <i>(in no particular order)</i> <ul style="list-style-type: none"> <li>• mining and quarrying;</li> <li>• construction;</li> <li>• manufacturing;</li> <li>• finance; and</li> <li>• real estate.</li> </ul> Indicators suggest that strong growth in these areas has continued through 2000.			
<b>3. Non-state actors:</b>  <i>Principals -</i> i) TANGO (Tuvalu Assoc. of Non-Government Organisations) ii) Tuvalu National Council of Women (TNCW) iii) Tuvalu Red Cross Society	<i>(Examples of projects proposed for Govt. funding in years 2002, under the EU-financed Development Support Programme in focal area 2 and the non-focal areas of the NIP.)</i>  1. Construction of a local market place for women in business. (Cost: A\$46,840) 2. Self-help gardening project on Vaitupu island. (Cost: A\$82,700) 3. Expanding the Micro-Credit Scheme for women in business. (Cost: A\$62,900).	<i>(Examples of projects proposed for Govt. funding in years 2002, under the EU-financed Development Support Programme in focal area 2 and the non-focal areas of the NIP.)</i>  1. Building, staffing and running a school for disabled people (Cost: A\$126,000). 2. Construction of pre-school buildings on all islands in Tuvalu. (Cost: A\$470,000). 3. Expansion of SDA primary school (Cost: A\$108,800).	<i>(Examples of projects proposed for Govt. funding in years 2002, under the EU-financed Development Support Programme in focal area 2 and the non-focal areas of the NIP.)</i>  1. Construction of a new meeting hall and cultural centre on the northern island of Nanumaga. 2. Extension of handicraft centres on the outer islands. (Cost: A\$115,000).	<i>(Examples of projects proposed for Govt. funding in years 2002, under the EU-financed Development Support Programme in focal area 2 and the non-focal areas of the NIP.)</i>  1. Mangrove propagation, restoration and management project. (Cost: A\$25,800). 2. Mulberry and coconut tree replanting (Cost: A\$15,000).



Country Matrix	Economic Development	Social Development	Productivity Sector	Thematic / Crosscutting Issues
Non-State actors (cont') iv) Tuvalu Family Health Association (TuFHA) v) Women in Business vi) National Pre-School Council vii) EKT Church viii) National Association of EKT Church Women ix) SDA Church	5. Business study tour in Fiji for women in business. (Cost: A\$35,250). 6. Construction of a new TANGO building. (Cost: A\$140,000).	4. Leadership training for youth. (Cost: A\$46,500). 5. Skills training for women (business management, retail food production, clothes making, etc.). (Cost: A\$34,200). 6. History of the Tuvalu National Council of Women. (Cost: A\$34,700). 7. Improved and expanded water storage for community meeting halls on six outer islands. (Cost: A\$66,600).		
<b>4. European Commission</b>		€3.3m 2002-2007 mainly education		Some of the funds to be used for environmental activities and water supply
<b>5. EC MS – France</b>		1. New power supply at the Tuvalu Maritime Training Institute. Funding in 1999 and 2000: approx. A\$0.5m.		
<b>6. World Bank</b>	None; Tuvalu is not a member	None.	None.	None.
<b>7. UN</b>	1. UNDP – Support to the Business Advisory Unit. Funding: A\$300,000 through 2001.	1. UNFPA support (family planning, population issues) Funding: A\$92,000. 2. UNV Surgeon. Funding: A\$50,000 (co-financed with the Tuvalu Govt., see above). 3. WHO support. Funding in 2000 and beyond: A\$98,000/yr.	1. UNDP and SOPAC: The creation and installation of a local Tuvalu ISP (Internet gateway) in Oct. 1999, providing full-service Internet access. Funding: approx. A\$100,000.	1. Strengthening local governance. Funding: US\$30,000 in 2001. 2. TA Public Sector Reform. Funding: A\$125,000 (co-financed with AusAID, see below).
<b>8. ADB</b>	1. Falekaupule Trust Fund (outer island trust fund capital injection). Funding: approx.: A\$6.1m in 2000 and 2001.	1. Technical assistance project to the Tuvalu Maritime School in 2001. Funding: US\$300,000. Drafting technical proposal for ADB infrastructure loan. ADB loan programming: A\$3m.		1. Participatory Monitoring Evaluation Survey – PME (measuring standards of living on the outer islands). Funding: US\$100,000 through 2002 (co-financed with NZODA. See below).
<b>9. AusAID</b>	1. Assets Management Project. Project began in 1998. Funding: A\$1.2 million over 3 yrs.	1. Waste Management Project. Project began in 1999. Funding: A\$1.5m over three years (see also Productivity Sector). 2. Pacific In-Country Training Project (in health, accounting, management, civil works, mechanical works, etc.). Funding: A\$150,000/yr (rolling).	1. Waste Management Project. Project began in 1999. Funding: A\$1.5m over three years (see also Social Development).	1. TA Public Sector Reform. Funding: A\$125,000 (co-financed with UNDP, see above).

Country Matrix	Economic Development	Social Development	Productivity Sector	Thematic / Crosscutting Issues
		3. Overseas scholarships and training. Funding: A\$850,000. 4. Secondary school teachers: Funding in 2001: A\$36,000. 5. Technical assistance project in education: curriculum development, teacher training, education management programme. Funding: approx. A\$500,000/yr. over four years.		
10. NZODA		1. Overseas scholarships and training. Funding: \$360,000/yr. On-going. 2. Tuvalu Maritime School expatriate staffing. Funding: A\$250,000/yr. On-going. 3. Medical Treatment Scheme. Funding: A\$150,000/yr.	1. Reef channel upgrading on the outer islands. Funding: \$280,000. 2. TA support to the Meteorological station. Funding: A\$30,000. On-going. 3. PWD complex maintenance. Funding in 2000: A\$50,000.	1. Participatory Monitoring Evaluation Survey – PME (measuring standards of living on the outer islands). Funding: US\$100,000 (co-financed with ADB).
11. ROC (Taiwan)	1. Construction of a new three-storey central government office building. Funding: US\$7m. Construction start date: late-2001.	1. Overseas scholarships. Funding: A\$80,000/yr.		2. Capital grant. Funding: US\$500,000/yr.
12. Japan	1. Multi-purpose (inter-island) vessel. Funding: over A\$1m. Scheduled delivery date: 2002.	1. Reconstruction/expansion of Princess Margaret Hospital. Funding: over A\$2m. Project start date: sometime in 2001.		
13. Canada		1. Construction of outer island community water tanks, piggeries, and household kitchens. Funding in 2001: A\$100,000.		
14. SPREP		1. Pacific Islands Climate Change Assistance Programme (PICCAP) and Capacity Building for Environmental Management in the Pacific (CBEMP): Combined funding in 2001: \$200,000.		1. Pacific Islands Climate Change Assistance Programme (PICCAP) and Capacity Building for Environmental Management in the Pacific (CBEMP): Combined funding in 2001: \$200,000.
15. CFTC				1. Legal assistance/Crown Counsel. Funding in 2000: A\$100,000

#### Annex 4: Indicative Programme Resource Framework for Tuvalu (2003–2007)

This table summarises expected contributions of UN agencies *toward* the overall UNDAF Goal, the three Objectives, and the Outcomes within each Objective. Each Outcome has Indicators of Success, Outputs, and – where available – the anticipated agency Financial Resources. Success as shown by the Indicators requires action by the government and CSOs, not just the UN system. The Outputs shown are indicative only; more specific outputs are being developed as part of individual agency programming exercises and project designs. In general, UN agencies are supporting portions of the outputs indicated, not the entire output.

*The activities and details of this annex may be adjusted upwards or downwards according to the ability of Tuvalu to effectively absorb the funds.*

For the resources column at the far right: **Core** indicates country programme core funds or other relatively assured funding; **Likely** indicates expected funds; and **?** indicates yet to be mobilised. **Shared** indicates a cost-sharing arrangement. **Country** = financed from country programme and **Reg** from regional programme(s).

UNDAF GOAL: <i>Support Tuvalu's national development strategies for achieving equitable and sustainable human development; reducing relative poverty; making decision-making transparent and accountable; and managing the country's natural resources in a sustainable manner</i>				
Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
<b>OBJECTIVE 1: ASSISTANCE FOR REDUCING DISPARITIES IN SERVICES AND OPPORTUNITIES</b>				
1.1 Higher quality, <i>more equitable</i> and sustainable access to essential services (health, education, food and nutrition, social security, basic water and sanitation facilities, and employment opportunities) between Funafuti and the rest of Tuvalu and among the outer islands	<b>General</b>			
	% of population by island group (North, Central & South) with access to basic public sector services (basic health services, primary & secondary education, potable water, sanitation, access to business finance) increases.	Overall improvement in all island groups in access to basic essential services	All agencies	
	Increased delivery of social services to the disadvantaged through CSOs.	Development of national policy for provision of social services through CSOs	UNFPA UNDP UNICEF	
	Knowledge of ways to improve communications for North, Central and Southern Tuvalu and external communications	Support for study of Tuvalu's international and internal communications needs	UNDP	
	<b>Communicable diseases</b>			
	Increased vaccination percentage for children (DPT3, others) and mothers (TT2) in all island groups. No incidence of vaccine-preventable diseases	National policy and plans implemented for full vaccination of all children and mothers	WHO, UNICEF	
	Reduced morbidity and mortality from Tuberculosis Increased percentage of population with access to DOTS	Traditional TB control program strengthened through development of strategies to improve DOTS	WHO	
	Reduced infant and child mortality caused by diarrhoea; pneumonia; dengue and other communicable diseases	Strengthen skills and knowledge of health workers through training	UNICEF	

Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
1.1 Continued: <i>more equitable</i> access to essential services	<b>Noncommunicable diseases</b>			
	Reduced morbidity and mortality from diabetes throughout all island groups	Development of national diabetes strategy.	WHO	
	<b>Nutrition</b>			
	Reduction in percentage of children in all islands who are underweight and have symptoms of micro-nutrient deficiency	Accurate data on nutritional status (including micronutrients) available for planning and policy development	UNICEF, WHO	
	Less food imports, particularly to outer islands	Development of food security plan and household gardens	FAO	
	<b>Reproductive Health / Maternal Health</b>			
	Higher percentage of outer island populations practising family planning; better outer island maternal health statistics.	Access to basic reproductive health services (family planning services; maternal health care) within all island groups	UNFPA, WHO	
	<b>HIV/AIDS</b>			
	Decline in STIs as indicated by future HIV/AIDS cases	Updating and implementing national HIV/AIDS strategy	UNICEF, WHO, UNDP, UNFPA	
	<b>A Healthy Environment</b>			
	Increase in numbers of outer islanders trained in maintenance of water and sanitation system	National programme on rural hygiene and sanitation safe drinking water in villages through active community and CSO participation.	WHO	
	Improved quality of health service personnel (in terms of skills, experience) in North, Central & Southern Tuvalu	Programme of ongoing training / HRD of health personnel (in Funafuti & Fiji) appropriate to the needs of the Tuvalu health system in surgery, gynaecology, midwifery and public health nursing	WHO	
	<b>Children and Youth</b>			
	80% of Tuvalu pre-schoolers participate in enriching early childhood programme	Support for national strategy, plans and approved curricula for preschool programme	UNICEF	
	95% of all boys and 95% of all girls complete primary school education by 2007	GoT policy of universal primary school completion (not just enrolment)	UNICEF, UNESCO	
	<b>Livelihoods and Poverty</b>			
	Drop in relative poverty of outer island people. Decrease in the income gap between Funafuti residents and all others	Development of practical national and rural social security mechanisms (and their implementation)	UNDP	
	Increased numbers of paid jobs in outer islands; and increased income and earning opportunities from livelihoods in outer islands (in both cases growing faster than outer island populations)	Development and implementation of practical mechanisms for cash employment creation away from Funafuti. Development and implementation of practical mechanisms for sustainable livelihood creation away from Funafuti	UNDP FAO	

Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
1.1 <i>Continued: more equitable</i> access to essential services	Increased numbers of jobs outside of public service and SOEs	Development of small enterprise programmes	UNDP	
	Increased numbers of small-scale rural businesses established by those with no previous access to capital or productive resources	Improved microfinance access, training and business facilitation services for rural islanders.	UNDP	
	Expansion of private sector output as percentage of GDP	Strengthening of business development advisory services	UNDP	
	Increase in productivity and income from innovative uses of natural resources through better application of knowledge, science and appropriate technologies	Programmes developed for practical research and applications of science and technology for sustainable livelihoods	FAO UNDP, UNESCO	
	Expanded handicrafts production, marketing and exports from North, Central and Southern Tuvalu	Evaluation of handicraft production and marketing potential	UNDP	
1.2 A higher quality of basic services for the disadvantaged and vulnerable, particularly women, children, the disabled and the aged.	<b>General</b>			
	Increased expenditure (absolute or in percentage terms) in social services budget (health, education, welfare) is allocated to outer islands	Social services analyses, plans, policies and budgets prepared with support from UN agencies	All agencies	
	<b>Noncommunicable diseases</b>			
	Decline in percentage of Tuvaluans confirmed with diabetes	National diabetes strategy adopted and health staff trained in diabetes diagnostics	WHO	
	<b>Reproductive Health / Maternal Health</b>			
	Reduced maternal morbidity and mortality and neonatal deaths (the last two measured by 3-5 year moving averages)	Improved facilities, equipment, supplies and staffing for health centres within North, Central & Southern Tuvalu	WHO UNFPA	
	<b>Sexually transmitted infections</b>			
	Decline in adolescent of other STIs	STI/HIV/AIDS services and reproductive health services established specifically for adolescents.	UNICEF, WHO, UNDP, UNFPA	
	<b>Children and Youth</b>			
	Increased participation of youth in decision-making at all levels; decline in violence by and against youth Less pregnancy, and STIs among youth	Development and upgrading of youth life skills planning and associated curricula. Development of active youth networks	UNICEF	
	Increased ability of CSOs and parents to influence GoT, churches and others on policies for children and youth	Strengthened capacity of national committee on children	UNICEF	
	Improved services for disadvantaged and disaffected youth	Strengthened counselling services for youth; development of sexuality curricula materials for primary school level	UNFPA	
	Improved results in internal external school exams; higher retention rate of students in secondary school (especially girls)	Review of the national educational system and educational issues from birth-maturity in Tuvalu (in cooperation with other development agencies)	UNICEF UNDP UNESCO	

Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
1.2 continued  A higher quality of basic services	<b>Livelihoods and Poverty</b>			
	Increased numbers of small-scale businesses (rural and urban) established by women	Improved microfinance access, training and business advisory services for women ILO study on informal sector development (for men and women)	UNIFEM UNDP ILO	
	Increased delivery of social services to the disadvantaged through CSOs and increased GoT support	Development of national policy for provision of social services through CSOs including improved management & financial accountability of CSOs and GoT support	UNDP UNICEF	
	Specific allocation of GoT resources (staff; funds) to activities in support of disabled	Development of national policies for welfare of the disabled	UNICEF	
1.3 Improved mechanisms and structures for effective decentralisation	<b>General</b>			
	Informed dialogue within Tuvalu on practical options for decentralisation; Increased powers at island level over financial allocations	Study of appropriate, affordable and practical decentralisation options for Tuvalu with recommendations and timetable for action	UNDP	
	<b>Gender</b>			
	Increased participation of women in island deliberations; Increased awareness by men and women of gender issues	Development of strategies for gender reform at island level Support for island workshops / meetings	UNIFEM	
1.4 Improved statistical and data management tools for planning, analysis, policy development, implementation and monitoring	<b>A Healthy Environment</b>			
	Informed discussions at island level on health issues and options	Radio programmes and health education through the media Training in health education at island level	WHO UNICEF	
	More accurate data and information used for planning and policy formulation	Support for a national information and resource centre Support for locally-based PME and ChildInfo – DevInfo databases Support for better data on population issues and its analysis Better information on micro-nutrient needs of children through research	UNICEF UNFPA UNDP	
	More accurate reporting of health statistics. Establishment of an effective surveillance system and reporting of accurate data of non-communicable diseases	Support for improved health information system. Functioning surveillance system which identifies notifiable diseases	WHO UNFPA	
	More accurate data and information for a Tuvalu HDR, Tuvalu materials in regional HDR, or Tuvalu poverty report.	Support and studies to generate more data and information for Human Development Report, particularly related to relative poverty and inequality	UNDP	
	Standardised reporting procedures for UN and donor programmes and projects	An agreed standard reporting mechanism on programmes and projects	UNDP UNFPA UNICEF	

Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
<b>OBJECTIVE 2: GOVERNANCE AND HUMAN RIGHTS</b>				
2.1 Improved transparency and accountability within decision-making	Capacity for design, management and coordination of development assistance programmes and projects within both government and civil society	Training in accountability and management Support for wide range of advocacy, education, studies, workshops, media releases, legislation, and advice on public sector governance Sensitisation (by respective agencies) of Parliamentarians on reproductive health, gender, women's rights, population, child rights, HIV/AIDS, etc. Advocacy for rights of children, women, and disadvantaged Child protection studies	UNICEF UNDP UNFPA UNIFEM	
	Improved capacity of public officers to understand and perform their legal responsibilities			
	Capacity of the elected representatives and civil service to adhere to good governance principles			
	Acceptance of codes of conduct (or implementation of best practices) for Parliamentarians, Cabinet Ministers, Directors of SOEs, public servants, etc.			
	Increased opportunities for human rights education and civic education. Improved capacity of civil society to participate in decision-making and law making processes			
	Revitalised reform programme with wide public support	Support for comprehensive external review of the public sector reform programme (with other non-UN agencies)	UNDP	
2.2 Wider dialogue and participation in decision-making (by geographical location within Tuvalu, by gender, by government / CSO affiliation, etc.).	Improved understanding by policy makers of gender roles and relations	Development of more facilitating environment for women's political participation	UNIFEM UNDP UNICEF UNFPA	
	Community participation in national policy development processes, including real empowerment of women and youth	Training, including institutions, strengthened to address women's rights in political empowerment		
	Improved understanding by government and civil society of reproductive rights, children's rights and women's equality as human rights	Good governance and human rights materials integrated into education curricula Support for improved education and communications for understanding of rights		
	Increased CSO participation in policy making, decision-making and service delivery	Possible placement of legal rights officers within key CSO Improved mechanisms for direct support to CSOs CSOs strengthening in management and financial accountability		

Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
2.3 Ratification and more effective implementation by Tuvalu of key conventions and conferences, the Millennium Development Goals and national reporting on progress	Ratification or accession to (and, where necessary, development of supportive legislation) key UN conventions and treaties.	Advocacy and support to Tuvalu for ratification of (or accession to) human rights conventions and treaties including those related to workers' rights. Possible advocacy and support for environmental treaties. Support for national committees or coordinating bodies for ratification or accession. Translations of key conventions and treaties and their summaries into reader-friendly versions into the I-Kiribati language	UNIFEM UNICEF UNDP Possibly ILO?	
	Better implementation and reporting on UN conventions and treaties. Compliance and feedback mechanisms in place	Support to Tuvalu for effective follow-up for ICPD PoA, CRC, CEDAW etc. Support legislative reviews for compatibility with international human rights (and other) treaties Support for national committees or coordinating bodies for effective follow-up	UNIFEM, UNICEF, UNFPA, UNDP	
	National estimates of poverty regularly updated and disaggregated by gender and region; participatory poverty assessment & surveys carried out regularly by Government for monitoring anti-poverty policies & programmes	Report on the nature of relative poverty and the disadvantaged in Tuvalu	UNDP, UNIFEM	
2.4 Improved statistical and data management tools for monitoring and measuring progress in achieving the MDGs	Development of a country-specific set of MDGs; Accurate reporting on progress in meeting MDGs	Support, studies, improved surveillance, data development in support of accurate MDG reporting Support to increase government capacity to use data and information for more effective reporting Building national capacity to monitor MDGs through improved data collection, analysis & reporting	UNDP UNFPA WHO, UNICEF UNIFEM	
	Improved reporting (which protects confidentiality)	Development of confidentiality protocols for HIV/AIDS	UNFPA WHO	



Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
<b>OBJECTIVE 3: ADDRESSING ENVIRONMENTAL ISSUES (PARTICULARLY FUNAFUTI) AND VULNERABILITY</b>				
3.1 Improved capacity to address population growth in Funafuti and its underlying causes.	Strengthened national capacity in Tuvalu for research into population and reproductive health related issues. Measurable progress towards attainment of national population policy goals Reduced population-related pressure in Funafuti	Studies of population & development issues for Tuvalu Integration of population issues into development plans and strategies.	UNFPA	
3.2 Improved understanding of globalisation and economic reform.	Improved understanding by GoT, CSOs and others of globalisation's impacts and opportunities	Studies on impact of globalisation on Tuvalu including response options, effects on local culture & effects on women	UNIFEM UNDP	
	Existence of policy and legislative frameworks which foster a competitive, market-oriented private sector, taking into account likely effects on sustainability and equity; increased numbers of registered domestic private sector firms.	Stronger business advisory unit supporting GoT's private sector development policy	UNDP	
3.3 Improved capacity for land use planning and waste management	Increase in number of health inspectors trained in sanitation standards	Capacity to improve health-based sanitation standards strengthened	WHO	
	Pollution management integrated into national policy and planning framework	National Environmental Management Strategy coverage of pollution strengthened and updated Support for reduction of wastes, particularly POPs	UNDP	
	Resolution of boundary disputes; more rational long-term land use planning	Reassessment of land use planning and boundary studies, particularly for Funafuti	UNDP	
3.4 Improved capacity for sustainable management of Tuvalu's natural resources (particularly climate change, biodiversity, marine resources and energy).	Legislative changes to protect environment Objectives & targets of biodiversity strategy integrated into national development planning and policy framework; national report prepared and submitted under Biodiversity Convention. Objectives and targets of national climate change strategy integrated into national development planning and policy framework; adoption by GoT of the national strategy; and national report prepared and submitted as required under the Climate Change Convention	Review of national environmental legislation Reconsideration of biodiversity strategy with strong conservation area and marine emphasis Climate change capacity development strategy designed and implemented by 2004. Support for improving capacity of GoK's environment unit	UNDP/GEF	
	More use of renewable energy; better energy end-use efficiency	Development of a national sustainable energy policy	UNDP/GEF ESCAP?	

Abbreviations: **DOTS** = Directly Observed Treatment Short Course  
**MDG** = Millennium Development Goal  
**PME** = Planning, Monitoring & Evaluation

**GEF** = Global Environment Facility  
**PoA** = Programme of Action  
**STI** = Sexually Transmitted Infection

**GoT** = Government of Tuvalu  
**POPs** = Persistent Organic Pollutants  
**TT2** = Tetanus Toxoid 2

**HDR** = Human Development Report