



UNITED NATIONS

VANUATU

UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK (2003-2007)

**Office of the United Nations Resident Coordinator
Suva Fiji March 2002**

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 Vanuatu, is a strategic planning framework for UN development operation and cooperation at country level. It provides a basis for increased collaboration arrangements; provides the basis under which UN organizations will support the country's long-term development, according to their comparative advantages; and is also an instrument for promoting dialogue with the Government and the wider donor community.

The goal of the UNDAF is to support the Government's development strategy, with a focus on promoting human resource development to reduce poverty, particularly in the most vulnerable groups and in a manner that ensures sustainability and environmental protection with equal opportunity for both women and men. The three objectives designed to meet this goal are:

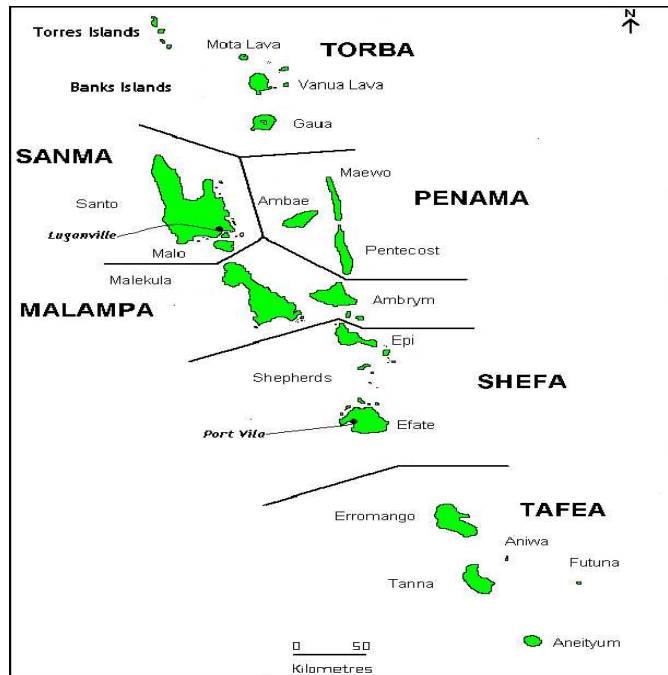
- Strengthen governance, participation and human rights
- More equitable access to quality services and products
- Improve resource management and environmental sustainability

The UNDAF was developed building upon the intensive consultations in the development of the Common Country Assessment (CCA) between the Government, civil society, donors and the UN system during 2000 and 2001.

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

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MAPS



Source: (i) Vanuatu Map - National Statistics Office, Port Vila (ii) Pacific Island Map – IMF 2000

Abbreviations & Acronyms

AIDS	Acquired Immuno Deficiency Syndrome
CCA	Common Country Assessment
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CRC	Convention on the Rights of the Child
CRP	Comprehensive Reform Programme
CSO	Civil society organization
DESD	Department of Economic and Social Development
DRC	Decentralization Review Committee
EFA	Education for All
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
GIP	Government Investment Programme
GNP	Gross National Product
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
HPI	Human Poverty Index
ICT	Information and communication technology
ILO	International Labor Organization
IMCI	Integrated Management of Childhood Illness
MDGR	Millennium Development Goals Report
MDGs	Millennium Development Goals
NBSAP	National Biodiversity Strategic Action Plans
NEMS	National Environmental Management Strategies
NGO	Non-governmental organization
REDI	Rural Economic Development Initiative
RH	Reproductive Health
SHD	Sustainable Human Development
STD	Sexually Transmitted Disease
STI	Sexually Transmitted Infection
TCDC	Technical cooperation between developing countries
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
VANWOD	Vanuatu Women's Development Scheme
WFP	World Food Programme
WHO	World Health Organization

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I. Executive Summary

1. The preparation of the Common Country Assessment (CCA) followed by the United Nations Development Assistance Framework (UNDAF) are key elements in the promotion by the United Nations Country Team (UNCT) for Vanuatu of the UN Secretary General's vision of a unified system at the country level. The CCA/UNDAF process has allowed those UN agencies actively supporting development in Vanuatu to jointly assess, with the government and other major stakeholders, the key challenges facing the country. Through the UNDAF, the UN agencies have reviewed these challenges as well as their own comparative advantages and based on the Government's own development aspirations identified a programme of support for the 2003-2007 period.

2. In an effort to address several structural problems within the economy, Vanuatu began the implementation of a comprehensive reform programme (CRP) in July 1998. This followed its adoption by a broad range of community representatives at a National Summit of representatives of the people of Vanuatu in Port Vila, in July 1997. Despite a change of government since its introduction, the CRP has been maintained with the support of the Asian Development Bank and a number of bilateral donors. It was based on three categories of reform: public sector reform, economic reform and reforms aimed at promoting equity and social development. An integral part of the CRP has been the identification of five priorities with accompanying strategies. These priorities are: (i) improving the lives of the people in rural areas; (ii) supporting private sector growth; (iii) restoring good governance; (iv) improving participation by civil society; and (v) closing the gap between the rich and the poor and disadvantaged groups.

3. The CCA identified a range of development challenges, many of which are reflected in the objectives and strategies of the Government. While it is acknowledged that the CRP has resulted in an improvement in financial and economic management there remains much more to be done, particularly if the changes made are to be sustainable and lead to economic growth, private sector development and improved living standards for all Ni-Vanuatu people. There are also recommendations from within Government for a comprehensive and independent impact assessment of the CRP and its performance to date.

4. There is growing concern over the numbers of people facing a poverty of opportunity faced by those living in rural areas and the vulnerable groups living in or near the urban centres of Vanuatu. Political instability as well as weaknesses in governance institutions and the application of good governance principles has hampered sustainable economic development and the implementation of sound resource management policies, regulations and decisions. In many instances the urban elite have been the major beneficiaries of any economic progress made to date.

5. There is a pressing need to address the disparities in the delivery of and access to quality basic social services and income earning employment opportunities between men and women and between urban and rural areas. There are specific issues relating to the increased migration from rural to urban areas, with the unemployed poor and squatter settlements of urban areas also facing problems of inadequate housing, poor infrastructure and a lack of access to adequate water and sanitation services. Limited employment opportunities in urban areas, particularly among the youth, have also led to an increase in social problems such as theft, domestic violence and alcohol abuse.

6. The overall goal of the UN assistance in Vanuatu throughout the period covered by the UNDAF will be to:

‘Support Vanuatu’s national development strategies for achieving an improvement in the lives of people in rural areas, supporting private sector growth, restoring good governance, improving participation by civil society and closing the gap between the rich, poor and disadvantaged groups.’

7. The development challenges facing Vanuatu require concerted and consistent efforts over a long period of time. Within the five-year timeframe, 2003-2007, the UN Country Team can hope to make a meaningful and catalytic contribution towards progress in meeting the following objectives, in support of this broader goal, while setting in motion processes that will pave the way for lasting solutions.

- 1) Strengthen governance, participation and human rights
- 2) More equitable access to quality services and products
- 3) Improve resource management and environmental sustainability

8. The UNDAF sets down a range of cooperation strategies to meet these objectives. These cover both ways to strengthen coordination between the UN agencies as well as with major development partners supporting the Government’s development programme. The coordination strategies are defined in terms of (i) mutually reinforcing activities (ii) advocacy; (iii) strategic partnerships and policy dialogue; (iv) knowledge networking and information sharing; and (v) capacity building and institutional development.

II. Introduction

Structure of UNDAF

9. The UNDAF serves as the common frame of reference for UN cooperation in Vanuatu and follows a standard structure¹ that consists of six key sections:

- 1) **Introduction** setting out the background and processes adopted for the preparation of the CCA document and the UNDAF
- 2) **Rationale** or a brief summary of the overall mission of the UN in Vanuatu, the lessons learned from previous cooperation and the key competencies and comparative advantages of the UN system in supporting Vanuatu’s development
- 3) **Goals and Objectives** addresses the key themes and development challenges facing the country emerging from the CCA and is the basis for identifying the overall goal and objectives of future UN support
- 4) **Cooperation Strategies to attain the UNDAF Objectives** are identified with the focus on how the UN system can best work together in support of the Government, while at the same time promoting partnerships with other stakeholders. This section draws on the lessons of the past as well as the identified advantages that the UN system has over others
- 5) **Follow-up and Review** considers how the UNDAF will be implemented as well as the monitoring and review arrangements

¹ See *UNDAF Guidelines: United Nations Development Assistance Framework* (United Nations;; April 1999)

- 6) **Programme Resources Framework** identifies the resources required to support the outputs/outcomes developed in accordance with the three UNDAF objectives

Background to the CCA & UNDAF

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

11. The CCA was developed by the UN, together with national and international partners, to assess and analyze the development situation, in terms of progress towards national targets, and towards agreed objectives from global conferences. Part of the work in developing a CCA report is a database of development indicators that can then be used to measure future progress. The development of country specific indicators to measure national progress toward achieving the Millennium Development Goals (MDGs) is a useful outcome of the CCA/UNDAF process, providing opportunities for the UNDAF monitoring and review process to be integrated with national MDG reporting commitments.

12. This UNDAF is a strategic document that gives effect to UN reform in Vanuatu, as an instrument to promote cooperation and enhanced coordination between UN agencies and with the Government. It provides a basis on which UN agencies respond to the development priorities of Vanuatu, highlighting interventions where UN support is expected to be an advantage and/or there are opportunities for maximizing cooperation with others. This UNDAF builds on the Common Country Assessment (CCA) report by providing a coherent strategy upon which the respective constituents of the UN system, providing support to Vanuatu, will develop country programmes.

The Vanuatu CCA/UNDAF Process and Participation

13. In the period November 2001 to February 2002 a consultant was engaged to draft the Vanuatu CCA, guided by a Working Group of staff of UN agency representatives based in Fiji². There was an initial briefing in December 2001 in Suva, Fiji of representatives from the four countries³ for which a CCA/UNDAF process was being introduced and this was then followed by an intensive round of in-country consultations to collect data and information for the analysis which followed. For purposes of gaining feedback and input in to the document, a draft CCA was considered by Vanuatu Government officials, representatives of local NGOs and CSOs and donor representatives based in Vanuatu at a two-day workshop in Port Vila on 19-20 March 2002⁴. A final draft CCA⁵ was circulated to Vanuatu Government, representatives of the local NGOs, UN agencies and donors for finalisation of the document by end-April 2002.

² UNDP, UNICEF, UNFPA, UNIFEM, WHO and ILO all serve Vanuatu from Fiji, UNESCO and FAO from Samoa and the UN regional commission ESCAP from Vanuatu. Other UN agencies are able to offer assistance from their respective headquarters

³ A meeting was held in December 2001 in Suva, Fiji to discuss the CCA/UNDAF process with government officials and CSO representatives from the Solomon Islands, Vanuatu, Tuvalu and Kiribati

⁴ See Report of the CCA/UNDAF IN-Country Consultative Meeting held with Government, NGO and Donor partners, Port Vila Vanuatu, 19-20 March 2002). Forty-two people attended the meeting

14. The CCA highlights the key development challenges and opportunities facing Vanuatu. While it is unlikely to have covered every issue in detail, it identifies a range of priorities and groups these under three main themes. The priorities are linked to the goals and agreements reached at several global UN conferences, as this can be a useful way of measuring progress in addressing the development priorities.

15. The UNDAF preparations are part of a consultative process between the Government, UN system and other stakeholders, including non-governmental organizations, civil society and the external donor community of Vanuatu. The process has built on the CCA process described earlier and provided the opportunity for ongoing dialogue with range of partners of the UN system in Vanuatu, with participatory process extended and deepened following the preparation of the CCA document. This included, seeking input into the process from UN agencies outside of Fiji, the base of the Resident Coordinator.

Rationale

Mission of the United Nations in the South Pacific

16. The mission of the UN agencies in the South Pacific is to promote the improvement of quality of life and the promotion of sustainable human development, through the reduction of social and economic disparities, with special attention given to the more vulnerable groups. Following impartial and non-discriminatory practices, especially with regard to gender, the UN will:

- Support national development priorities and strategies
- Encourage active participation of civil society to promote a cohesive society
- Support Vanuatu's role and commitment to regional and global cooperation and development
- Promote compliance with UN Declarations, Conventions and Resolutions
- Support efforts to alleviate poverty and under nutrition
- Promote conservation of the environment
- Encourage the introduction of a multisectoral response to prevent the introduction of HIV/AIDS into Vanuatu

Lessons Learned

17. A number of important lessons have been learned from UN cooperation in Vanuatu over the last five years. Many of these are common to the implementation of development assistance programmes in Pacific island countries but a number are particularly relevant to Vanuatu. It will be important that careful attention is paid to these in the design of activities to be implemented in support of the UNDAF.

18. Key lessons learned in Vanuatu include:

(Government 13, NGOs 10, donors 6, and UN 13 from UNICEF, UNFPA, UNIFEM, UNDP, ILO WHO and ESCAP Operations Centre).

⁵ As the UNDAF was being finalised, the CCA was undergoing revision

- The importance of a local UN presence cannot be underestimated where UN programmes can often only be assured through a constant and visible presence of the UN system. When UN activities are to be the catalyst for change it is also important that there are sustained reminders to local planners and implementers of issues relating to human rights conventions and global commitments, and in particular the rights of women and children.
- The need to ensure that UN initiatives are implemented as flexibly as possible. The nature of policy formulation and implementation requires consistent monitoring and a recognition that as situations evolve the nature of the policy advice needs to be adjusted.
- The importance of understanding the role of tradition and custom and differences that can exist within Vanuatu. Custom and tradition play a key role in land ownership and management and the relative role of chiefs, men and women varies throughout Vanuatu.
- The importance of identifying mechanisms through which Vanuatu can benefit more fully from sub-regional programmes of UN agencies.

19. The focus on objectives and verifiable outcomes in the UNDAF is expected to help avoid a key concern of the past where the emphasis was often on the production of a plan, report or policy paper rather than implementation and institutionalization of actions and processes. Experience from the past highlights the importance of the UN system:

- fostering increased recognition of NGOs and CSOs and the contribution they make to assisting the Government meet its development objectives
- playing advocacy and conduit role in the management of resources provided by external agencies
- acting as a neutral, honest broker
- increasing access to regional and global information networks to enhance Vanuatu's exposure to a broad range of experience, models and lessons learned
- ensuring innovation, flexibility and focus in the delivery of assistance
- allowing full stakeholder participation and ownership
- promoting greater focus on crosscutting issues
- helping to develop and verify appropriate technical standards

20. A list of lessons learned appears as Annex 1.

Comparative Experience

21. Recognizing the overall mission of the UN system, the lessons learned from the past and following a review of the significant challenges facing Vanuatu, it is critical that the UN system focus its support and develop interventions that are likely to achieve tangible results in the five-year timeframe of 2003-2007. A key to the development of the UNDAF has been identify outcomes and outcome indicators which can be measured and which allow for a coordinated UN response as well as opportunities for cooperation with other development partners.

22. The United Nations in Vanuatu continues to be in a special position to provide a non-partisan, inclusive and humane approach to development assistance as well as bring to the Vanuatu examples of good international practices. There are specific areas of assistance, particularly in the areas of governance, where bilateral donors often find it difficult to offer advice and support because of the complex nature of their relationship. The UN system is seen to

be neutral, promoting the policy perspectives of its membership, which includes Vanuatu. As the UN is not a donor the initiatives it formulates must have the backing of the Government, as it will be through its support that donor funding will be mobilized.

23. Vanuatu, as with most other countries, has signed a number international UN agreements and conventions that require national commitment. A key aspect of the UNDAF process is to find ways that the UN system can assist the Government meet these commitments and targets that were developed under the Millennium Development Goals. Of key concern is the need to ensure that MDGs and indicators are reviewed and where necessary adjusted for Vanuatu so that they are realistic and achievable.

24. The UN system can also play an important role in mobilizing support for the implementation of policy changes that may be supported globally but have not been acted upon locally. Increased advocacy to promote awareness of global commitments can be a catalyst to local community groups to foster and initiate policy change. In the past the UN has played an important role in raising awareness of cross cutting issues such as the environment and gender and the multisectoral nature of the fight against HIV/AIDS.

25. Cost-sharing by the Government and Third Party cost-sharing arrangements with donors provide important contributions to the UN system. This highlights the importance of the UN system maintaining the confidence of bilateral agencies in their implementation and management capacity and to maintain Government's belief that UN supported activities are highly relevant to national priorities.

Goals and Objectives

Key Development Challenges

26. Vanuatu became independent in 1980 and despite an initial period of relative political stability there have been a number of changes of government between elections over the last ten years. The last elections were held in 1998, with two changes of government since that time. The next elections are scheduled for 30 April 2002. Government changes between elections reflect shifts in party coalition loyalties⁶ and have often been linked to poor governance issues.

27. Vanuatu has been accorded UN Least Developed Country status since 1995 and with a per-capita GDP of US\$ 1,276 is the third poorest country in the Pacific. Adult literacy is estimated at only 33.5%, with life expectancy at birth of 66 years. The Human Poverty Index (HPI) ranks Vanuatu number 13 of 15 Pacific Island Countries and 140 on the UNDP Global Human Development Index (HDI). Vanuatu was also ranked the most vulnerable state of 110 small developing countries by a 1998 Commonwealth Secretariat report. The most devastating recent natural disasters were Cyclone Prema in April 1993 which affected 20,000 people and caused an estimated US\$60million damage and the Penama Earthquake and Tsunami of November 1999 which killed 10 and affected 23,000 people. The high dependence on a few commodity exports also makes Vanuatu vulnerable.

28. The economic and social situation in Vanuatu reflects a narrow income base, with almost 65% of GDP being generated by the service sector; just under 25% from agriculture; and 10% from manufacturing. Tourism is the main foreign exchange earner but is still largely centered on

⁶ Political allegiances in Vanuatu, as much of Melanesia, are fluid and often based on family, regional and ethnic ties.

Port Vila. The majority of the rural population is engaged in agricultural production for subsistence with limited cash cropping. There is an offshore financial centre in Port Vila, which contributes significantly to the economy.

29. The Government is forecasting economic growth of around 3% per year for 2002 and 2003, resulting mainly from higher tourist arrivals. Agriculture, forestry, fisheries and the offshore financial sector are expected to also make a contribution. However, the last three sectors are expected to show less growth and with less tangible impact on the economy. Education is important both to support growth and to bring about sustainable development.⁷

30. Nearly 80% of the population reside in rural areas and live off the land, contributing less than 20% of GDP while the remaining minority contributes the bulk of GDP. Disparities in income distribution and access to services is widening between the rural and urban populations and within urban areas. The rural/urban disparities together with limited economic opportunities in the rural sector and a lack of cash income has fed population drift into major urban centres of Port Vila and Luganville.

31. In an effort to address several structural problems within the economy, Vanuatu began the implementation of a comprehensive reform programme (CRP) in July 1998. This followed its adoption by a broad range of community representatives at a National Summit of representatives of the people of Vanuatu in Port Vila, in July 1997. Despite a change of government since its introduction, the CRP has been maintained with the support of the Asian Development Bank and a number of bilateral donors. It was based on three categories of reform: public sector reform, economic reform and reforms aimed at promoting equity and social development.

32. **Public sector reform** aims to improve the institutions of governance by increasing transparency and accountability in public sector management and reductions in the size of the public sector. This is defined in terms of:

- renewing and rehabilitating the institutions of good governance, including the offices of the Ombudsman, Attorney General, the Auditor-General and the Judiciary that collectively ensure accountability in government
- redefining the role for the public sector revolving around the core functions of law and policy design and regulation
- improving public sector efficiencies

33. The **economic reforms** are intended to promote private sector activity, improve financial supervision and health of the sector and restructure and rehabilitate state owned enterprises such that they could be transferred to more efficient private operators.

34. The key tenet of the social compact between the government and the National Summit⁸, as representatives of the people, was to ensure that the **reforms led to the promotion of equity and social development**. The emphasis is on improving the quality of basic service delivery, reducing the disparities between the urban and rural areas, increasing opportunities for paid employment for both men and women and reducing the incidences of crime (albeit from a low base) and the pressure on the environment.

⁷ *Republic of Vanuatu-European Union Country Strategy Paper and National Indicative Programme, 2002-2007*, Port Vila February 2002

⁸ A meeting of Government, community leaders, private sector and NGO representatives to consider the Comprehensive Reform Programme, held about once a year since 1997.

35. An integral part of the CRP has been the identification of five millennium priorities with accompanying strategies:

Millennium Priorities	Strategies
1. Improving the lives of the people in rural areas.	1.1 Ensuring basic Government services reach all rural communities 1.2 Encouraging improved economic opportunities through REDI schemes in all provinces 1.3 Expanding access to market for products from rural areas 1.4 Improving roads, jetties and other infrastructure in rural/outer islands 1.5 Enhancing access to rural credit at reasonable interest rates and establishing mechanism to encourage savings in rural and urban areas 1.6 Protecting the rural environment for the benefit of the next generation 1.7 Developing long term sustainable government revenue sources and effective collection arrangements that support a young growing population
2. Supporting private sector growth.	2.1 Lowering the costs of doing business, including through monitoring prices 2.2 Providing the framework and support for sustainable growth in agriculture and tourism 2.3 Clarifying rights of use and development of land, including through establishing effective land dispute mechanisms
3. Restoring good governance	3.1 Re-establishing political stability through amendment of the Constitution and strengthening the Parliament 3.2 Streamlining the machinery of the government by reducing the number of ministries and government agencies 3.3 Establishing a service charter with specific commitments to better services from all ministries 3.4 Strengthening the operation of the rule of law through enhancing the courts and the police and other legal institutions 3.5 Improving public sector performance and motivation, including by making public servants accountable if they do not perform effectively
4. Improving participation by civil society.	4.1 Strengthening the role of and authority of chiefs 4.2 Re-organising arrangements for CRP consultation so as to better involve local communities 4.3 Encouraging civil society organisations to work in partnership with government

Millennium Priorities	Strategies
	4.4 Developing greater participation in local government 4.5 Improving effectiveness of local government through implementing the report of the DRC
5. Closing the gap between the rich and the poor and disadvantaged groups.	5.1 Working towards youths having universal access to school education and to training 5.2 Extending access to and improve the quality of health services 5.3 Paying greater attention to the underlying causes of poverty and social discord 5.4 Alleviating the problems related to urban drift and squatter settlements 5.5 Improving the position of and opportunities for women 5.6 Addressing issues related to youth and to youth unemployment

36. The CCA identified a range of development challenges, many of which are reflected in the objectives and strategies of the Government. While it is acknowledged that the CRP has resulted in an improvement in financial and economic management there remains much more to be done, particularly if the changes made are to be sustainable and lead to economic growth, private sector development and improved living standards for all Ni-Vanuatu people. There are also recommendations from within Government for a comprehensive and independent impact assessment of the CRP and its performance to date.

37. There is growing concern over the numbers of people facing a poverty of opportunity faced by those living in rural areas and the vulnerable groups living in or near the urban centres of Vanuatu. Political instability as well as weaknesses in governance institutions and the application of good governance principles has hampered sustainable economic development and the implementation of sound resource management policies, regulations and decisions. In many instances the urban elite have been the major beneficiaries of any economic progress made to date.

38. There is a pressing need to address the disparities in the delivery of and access to quality basic social services and income earning employment opportunities between men and women and between urban and rural areas. There are specific issues relating to the increased migration from rural to urban areas, with the unemployed poor and squatter settlements of urban areas also facing problems of inadequate housing, poor infrastructure and a lack of access to adequate water and sanitation services. Limited employment opportunities in urban areas, particularly among the youth, have also led to an increase in social problems such as theft, domestic violence and alcohol abuse.

Governance and human rights

39. As indicated already, Vanuatu is continuing to implement a comprehensive reform programme (CRP) designed in 1997 to address key governance issues, with an emphasis on improving the transparency and accountability and performance of the public sector. Despite progress made there remains much to be done to strengthen the key institutions of governance to

promote community participation in the decision-making processes and a rights-based approach to development and economic management. Significant changes in the performance and commitment of key institutions of the State are needed. Public confidence in these institutions is low, with the community largely left out of the decision-making processes of the Parliament and Government. Effective governance requires that state power be exercised in ways that are accountable, representative, transparent, efficient and equitable.

40. There are serious shortcomings in accountability arising from both political and administrative levels. Most of the necessary institutional structures are in place but many have become ineffective because of a lack of resources or political interference in staff appointments and the daily operations of these institutions. Some leaders are prone to consider human rights ideals as contradictory to traditional principles and beliefs. This has a particularly profound impact on the way the rights of women and children are interpreted.

41. There is considerable diversity both between and within the provinces and between urban and rural areas. These differences need to be carefully assessed when considering development opportunities or addressing the uneven access to quality services and employment opportunities. A key aspect of this diversity is the need to allow flexibility in the way resources, including land are managed. This will promote management regimes that take maximum account of traditional and community interests.

42. The importance of human rights, including the need for a consultative and participatory approach to development, has been acknowledged in the CRP process. However, there continues to be a number of factors that impinge on substantial progress in promoting equal opportunity and ensuring enforceable private rights. Vanuatu's Melanesian society does not have hereditary leadership with the result that the position a person attains is more closely linked to how successful they are in accumulating wealth and prestige. While this system is considered egalitarian it does not necessarily engender an egalitarian society. It is also clear that while some women have achieved success in both the public and private sectors there remain many cultural and social constraints to gender equality in the family, employment and decision making. Rural women carry heavy physical and child rearing workloads. It is important that Vanuatu follows up its ratification of CEDAW and CRC with implementation of these international conventions.

43. The legal system recognizes and enforces private rights where those rights are granted under title or agreement. However, difficulties arise when the ownership of the property or right is either communal or uncertain. In these cases, it can be difficult to obtain and enforce rights and use.

Economic and social development: equitable access to quality services

44. The national development strategies for Vanuatu, as outlined in the CRP, in addition to better governance, emphasises economic reform for sustainable private sector-led growth for ensuring an improvement in the access to and quality of basic social services. There is an emphasis on the importance of equity of access with the need to ensure increased opportunities for education, improved health care and employment for girls and women. There is increased recognition in Vanuatu that there are vulnerable groups in the population, in both rural and urban settings, which face a poverty of opportunity. The high number, more than 40% of the population, falling in the under 14 years age group amplifies the pressure being placed on basic education, health, water and sanitation service delivery.

45. There are two closely interrelated aspects that have an immediate impact on people in the Vanuatu – the first relates to the inability of many people to gain adequate access to quality basic health and education services. This is of particular concern to those living in isolated rural areas and those vulnerable groups living within or on the fringes of urban areas. It is also clear that women and children are often the most affected when service delivery is inadequate. The second aspect is the lack of employment or income generating opportunities for a significant section of the community in Vanuatu. Again people living in rural areas are often most affected but with the large numbers of people gravitating to urban areas seeking employment many of these are finding it difficult to secure access to a sustainable livelihood.

46. While more children now survive birth and infancy, attend school, complete basic education and live in households with reasonable access to sanitation and safe drinking water, disparities in living standards are widening. Societies that were once fairly egalitarian now have visible poverty, especially in the squatter settlements close to the urban centres of Port Vila and Luganville and among vulnerable sections of the community living in rural areas, where there is limited cash income to pay school fees and ensure access to adequate health care.

Resource management and environmental sustainability

47. Vanuatu possesses significant land and marine resources. It has areas of fertile soil, substantial (though declining) forest cover, attractive and diverse landforms and productive coastal environments. It is thought to have limited mineral wealth and few opportunities for significant industrial development. Therefore, Vanuatu places a heavy emphasis on the sustainable development of agriculture, forestry, fisheries and tourism, all of which are reliant on the natural environment. Ni-Vanuatu culture and heritage also place a high value on land and the environment. However, Vanuatu is vulnerable to natural disasters that can affect the sustainable management and rational use of natural resources. There is also evidence of environmental degradation through the over-exploitation of land-based resources such as timber. The future management and use of the country's resources requires careful planning and particular attention being paid to ensuring environmental conservation.

48. Environmental issues are given some prominence under the CRP. Through the programme, plans are in place to:

- Amend existing laws relating to waste management, water resources, dangerous substances, environmental impact assessment and biodiversity conservation
- Consider the creation of land and marine protected areas and identify possible sites
- Identify and survey sacred sites and *tabu* (prohibited) sites
- Consult communities on environmental management
- Develop and implement an environmental awareness programme to strengthen existing customary measures to sustain environments

49. Key environmental issues can be classified as those arising as a consequence of human impact and those that fall under the areas of environmental conservation and enhancement. Issues falling under human impact include population pressure and urban development, waste management and global warming and sea level rise. Despite the fact that Vanuatu's population has been growing at an average of 2.6 % annually over the last thirty years, population pressure remains low in most areas⁹. However, there is population pressure on infrastructure and the environment in Port Vila and Luganville. Water pollution in Port Vila Harbour and the nearby

⁹ Draft ADB/AusAID 2001 *Economic Report – Strengthening Development Policies*

Erakor/Ekasuvat/Enten lagoon system is serious. This has largely arisen because of the absence of town planning, the lack of sewerage system and poor management of many individual septic tank systems. Traffic management in Port Vila is problematic with many developments impacting on the environment and the disposal of waste is a significant problem for many communities both in urban and rural areas. Coastal areas are likely to be effected first as a result of climate change but also unplanned town development because of a lack of land use plans.

50. Improved protocols together with ongoing vigilance and public awareness campaigns are required to combat the harmful effects on biodiversity as a consequence of the introduction of undesirable plant species. Communities should be encouraged to continue to develop protected areas, which build on traditional management practices and knowledge. Vanuatu has much to offer in the area of ecotourism and this can be an attractive vehicle for generating cash at the village level while at the same time helping promote the importance of protected areas. This includes exploring alternative multi-use land management regimes.

Priority Development Goal and UNDAF Objectives

51. The overall goal of the UN assistance in Vanuatu throughout the period covered by the UNDAF will be to:

‘Support Vanuatu’s national development strategies for achieving an improvement in the lives of people in rural areas, supporting private sector growth, restoring good governance, improving participation by civil society and closing the gap between the rich, poor and disadvantaged groups.’

52. The development challenges facing Vanuatu require concerted and consistent efforts over a long period of time. Within the five-year timeframe, 2003-2007, the UN Country Team can hope to make a meaningful and catalytic contribution towards progress in meeting the following objectives, in support of this broader goal, while setting in motion processes that will pave the way for lasting solutions.

Objective 1: Strengthen governance, participation and human rights

Outcomes are expected to be:

- Community participation in policy development and decision-making process of the institutions of the State with improved transparency and accountability
- Strengthened neutrality of the public service and civil society organizations with improved access to and quality of service delivery to all community groups
- Better data collection (including disaggregated by sex) and analysis leading to improved access to and quality of service delivery to all community groups
- Improved access to justice, addressing interface between formal and customary law and needs of vulnerable groups, including women and children
- Improved economic and social safety nets for vulnerable groups, including women and children
- Human rights legislation in place together with improved monitoring and reporting on

international rights conventions that Vanuatu has ratified

Objective 2: More equitable access to quality services and products

Outcomes are expected to be:

- Wider community participation in private sector development with maximum advantage taken of opportunities of globalisation
- Reduced disparity in education access with expanded opportunities for quality education for life for all community groups
- Reduced conflict over land and pressure on informal housing as well improved access to food supply and employment opportunities for those living in squatter settlements near urban centres
- Equitable treatment of men and women under the law as well as access to paid employment and broader issues of workers rights
- Health sector reformed and staff trained to promote equitable distribution of health services in the country
- Improvement in health settings
- Reduced morbidity and mortality from communicable (Malaria, TB, Pneumonia, dengue, ARI) in the country.
- Reduced morbidity and mortality from non-communicable diseases in the country.
- Reproductive /maternal health improved through delivery of cost-effective reproductive health strategies

Objective 3: Improve resource management and environmental sustainability

Outcomes are expected to be:

- Application of legislation and community education to promote sustainable use of marine and terrestrial resources
- Reduced loss of biodiversity because of inappropriate use of land in water catchment areas, commercial imperatives and resulting monocultures and impact of introduced species on endemic species
- Reduced serious pollution, including waste management of the lagoon and marine waters
- Population policy implemented and planning to respond to existing social and environmental problems

53. In focusing its interventions on these three objectives, UN agencies will also strive to mainstream and highlight the importance of a number of issues that cut across all sectors. These crosscutting themes reflect a central philosophy about the nature of development that the UN supports. In all its interventions, the UN will seek to mainstream and build an improved understanding of the importance of gender equality, environmental sustainability, respect for culture and tradition and protection and promotion of human rights. In addition, while Vanuatu is a low prevalence country for HIV/AIDS it will be important that it adopt a multisectoral awareness raising response to ensure that the impact of the global epidemic are minimized.

Gender equality

54. The United Nations will address gender disparities in Vanuatu through a number of strategies that specifically introduce measures to raise awareness of gender issues as well ensure that all development activities take into account the need to promote gender equality. This will include ensuring that data is disaggregated by sex, that both women and men are considered equally in the development of activities funded by the Government, that UN sponsored training programmes encourage equal participation by both men and women and that all governance activities highlight the equal role women and men should play in policy development and decision making. An integrated UN gender working-group will actively pursue the integration of gender concerns into programmes and projects covered by the UNDAF from formulation to review.

Environmental sustainability

55. While a range of environmental issues are addressed under the third objective of the UNDAF, there still remains a need for UN support to promote the cross cutting nature of environmental issues. Almost all development decisions impact in some way of the sustainability of the environment and as a consequence it is important that its consideration not be confined to primarily issues of resource use and access. The UN system will promote the cross cutting nature of the issues and promote the mainstreaming of environmental issues into policy formulation and implementation in areas such as international trade, industrial development, transport and communications and health care.

Culture and tradition

56. The culture and tradition of the people of Vanuatu requires that development efforts are sensitive to the impact modernization and globalisation will have on community structures and roles of traditional leadership. UN programmes will be designed considering the cultural differences and to reflect the role of traditional kinship and leadership of the different groups making up the population.

Human rights

57. The UN system will promote human rights by supporting people's access to an equal share of the benefits of development, to the fulfillment of basic human needs, and to information and opportunities for active participation in economic life and decision-making. Support to the implementation of the CRC and the CEDAW will be particularly important instruments in this regard and will be complemented by the promotion of development rights for all in the design and implementation of UN supported activities.

HIV/AIDS

58. Although the impact of HIV/AIDS has not become apparent in Vanuatu it is important that a comprehensive multisectoral response is implemented to promote awareness and understanding in the community about the threat of the epidemic. The UN team under the umbrella of UNAIDS has developed a regional programme through which support will be available to Vanuatu to meet this need.

Cooperation Strategies to Attain UNDAF Objectives

59. The ongoing global changes and emergent role of the UN have a strong influence on the way the UN system operates in Vanuatu. A high priority has been to develop a more coherent set of objectives that are supported by measurable outcomes and well-defined outputs. The limited capacity of the national administration to provide services to the diverse community, scattered across a country with limited transport and communication infrastructure as well varying capacity across sectors to support national execution of externally funded projects present other challenges for a UN system with limited resources. There are also concerns in developing effective coordination mechanisms with donor agencies.

60. A particular challenge for a number of UN agencies working in Vanuatu is the lack of a consistent on the ground presence. WHO, UNICEF and ESCAP are the only agencies with offices in Vanuatu, while others rely on regular visits by programme management staff. A related issue for Vanuatu is that the UN agencies supporting Vanuatu do not operate under a single Resident Coordinator's office. A number of agencies (UNDP, WHO, UNICEF, UNFPA, UNIFEM and ILO) support Vanuatu from Suva, Fiji where the UNDP Resident Representative is the Resident Coordinator, while UNESCO and FAO are based in Apia, Samoa and work under the Resident Coordinator's office based in that country. The ESCAP Operations Office is based in Port Vila, Vanuatu while other UN agency support is coordinated directly from their headquarters or regional offices based outside of the Pacific. The complexity of these arrangements adds to the burden of coordination and makes ongoing cooperation problematic.

61. UN assistance will be designed to promote the UN system as an 'innovator' and a 'catalyst', both in terms of the nature of the activities supported and in the partnerships developed. A key partnership will continue to be with NGOs and CSOs as these organizations are central to fostering sustainable development, with many directly involved in the delivery of basic services. Efforts will also be made to further increase the understanding of the different roles the UN can play to that of external donors. As in many countries, the role of the UN system is often seen as a donor, with confusion over the role UN agencies can play as a partner in helping coordinate donor support. Resource and capacity constraints with the UN system preclude the development of large-scale interventions, with the role more significantly being to catalyze the involvement of the Government or members of the donor community.

62. UN agency collaboration at the operational level will take the form of a mix of complementary joint, parallel and agency-specific projects and programmes. While joint programming will be undertaken where they add value, the prevailing form of UN agency collaboration in Vanuatu will be through a set of complementary parallel or agency-specific programmes and projects designed to support shared outcomes for achieving one of the three UNDAF objectives. In some cases the support provided by the UN system will be through regional initiatives and in these cases it is important that all partners understand the precise nature and extent of assistance available to Vanuatu.

63. The UNDAF will be an important vehicle for resource mobilization for the UN system and as a consequence it will be vital that donors recognize the spirit of cooperation and coordination that is the basis of the process. Strategic approaches for UN collaboration already exist in a number of the initiatives identified in the UNDAF while for others, strategies will need to be developed along with mechanisms for strengthening partnerships with donors and other stakeholders committed to supporting development in Vanuatu.

64. The following are the strategies adopted for the implementation of the UNDAF:

Mutually Reinforcing Activities

65. The UN system will build on the success of past activities and develop an integrated mutually reinforcing set of interventions. With the support of the Government, the UN will identify target beneficiaries who demonstrate a capacity to implement and have a track record of sustained commitment to planning and implementation of projects designed to support key initiatives. Through consultations with the Government, 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 resource management.

Advocacy

66. The advocacy role of the UN system has been entrusted to it by the member states and as a consequence the UN enjoys a strong relationship with the Government and its development partners. In principle, the rights-based approach is emphasized with programme and project initiatives regularly reported in the local media. The UNCT enjoys good access to all of the main forms of communication in the country. In the case of the WHO, the agency's programme is integrated within the Health Department and is supporting the development of the country health strategy as well as providing technical and policy support to Government and external donors.

67. All activities embarked on by the UN system are carefully discussed with Government counterparts to ensure that they are mutually reinforcing and support national development priorities. This is primarily achieved through individual agencies sharing their key-planning documents and in the formulation of programme/project interventions ensuring the Government is made aware of the comparative advantage of broader UN system cooperation with the country.

68. The commitment of successive Governments to the wide range of global declarations and conventions has been made clear through policy statements and national development strategies. However as in many other countries, regional and international commitments are often difficult to realize because of competing priorities for budget resources and the need to meet a wide range of challenges simultaneously. As a consequence the commitments made internationally are often set aside or their implementation not reported on effectively. A key role of the UN system in Vanuatu over the next five-years will be to strengthen local capacity to maximize regional and global commitments and support efforts to integrate the monitoring and reporting requirements of the international commitments with the Government's own planning and budgeting mechanisms.

Strategic Partnerships and Policy Dialogue

69. The UN system works closely with the Government and its external development partners operating in Vanuatu. However, the lack of a consistent UN presence locally has

hampered efforts for ongoing cooperation. The strategy adopted by the UN will be to work with the Government to identify opportunities and wherever possible ensure full consultation with other potential partners. The UN will respond to requests for support where it is considered that the UN system has a comparative advantage, or can offer an alternative partnership approach.

70. A key issue for Vanuatu is the ongoing capacity constraints of a government administration that remains under-resourced in both skills and finances. Against this background a key issue is to promote strategic partnerships in the delivery and management of programmes and project delivery. This requires exploring the possibility of more joint programming and evaluations between UN agencies but also with other development partners. It is also important that within individual agencies greater attention is paid to strengthening Vanuatu's access to global and regional initiatives and to ensuring that these opportunities are linked with national undertakings.

71. An important aspect of the partnership strategy is to build on the potential for learning and strengthening capacity through networking with others. With South-South Cooperation and technical cooperation between developing countries (TCDC), both important avenues of support. Given that IT connectivity is primarily focused on Port Vila, there will be a need to strengthen IT connectivity nationally if it is to be successfully used in finding and promoting opportunities for partnerships.

Knowledge networking and information sharing

72. The UN system will provide to the Government and other development partners, policy-relevant information, comparative experience examples as well as examples of innovative practices and policies and implementation aspects. Where possible, it will participate in joint feasibility and design missions to promote information exchange across agencies and present unified solutions to development challenges. An important element of this approach will be to promote the importance of cross-sectoral linkages and the key nature of considering broader crosscutting issues such as gender, HIV/AIDS and information technology when designing sector specific interventions. This is critical as the Government development focus remains strongly based on the sector approach and will be an important element of the work of the UN system Theme and Working Groups.

Capacity building and institutional development

73. Capacity building and institutional development are closely interrelated and interdependent. The experience in Vanuatu, suggests that it is necessary for the Government and its development partners to find new ways of approaching these issues if the country is to be able to overcome continued capacity constraints and institutional weaknesses to promote development. In this regard, the UN system can play a unique role in helping develop more innovative ways for providing technical assistance and for ensuring 'ownership' of institutional changes that will be required. Without local ownership there will continue to be a lack of success in implementation of the various policy and planning initiatives that have been promoted.

74. Key issues for capacity building are the availability and continuity of counterparts and recognition that the process of building capacity can be a slow, and often, disrupted process. Against this background, the UN system will ensure consistency and commitment to providing quality technical support, with the choice of advisers paramount in maximizing the engagement of counterparts. It is necessary that advisers recognize the cultural and social difference to work attitudes and workplace relations in Vanuatu and design policy and planning proposals that

respect these differences. Solutions must be ‘home grown’ and seen and understood in this way by people from Vanuatu.

75. Complex management and monitoring arrangements required of external partners can place a burden on small and stretched administrations. A key issue for the UN system will be to try to reduce this burden by maximizing the potential for joint missions and reporting mechanisms, within the UN system itself and where possible with other development partners. The potential for linking the review and monitoring of the UNDAF with the delivery of regular Millennium Development Goals Reports will be developed. In addition, the approach will also be encouraged where there is potential for greater synergy between the monitoring and reporting of other UN declarations and commitments.

Follow-up and Review

76. The UNDAF preparations coincide with the election of a new Government. At this stage there is expected to be little variation in the key development goals for Vanuatu following the elections. Against this background, the first annual UNDAF workplan will be completed in December 2002. This workplan would be the basis for monitoring and reporting by the Office of the UN Resident Coordinator on developments in Vanuatu.

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

- integration of individual agency mechanisms (with most already seeking to develop a stronger results based approach in their programme implementation and management).
- monitoring of outcome indicators to achieve UNDAF objectives as identified in the Programme Resources Framework
- periodic review and evaluation of key agency programmes/projects that will be developed to support UNDAF objectives

78. On the basis of the established indicators and periodic evaluations, a brief annual report describing the impact of the UN agencies towards meeting the UNDAF goal and objectives, will be produced and form part of the UN Resident Coordinator’s report on support to the Pacific islands. These findings will be discussed by the UN Country Team and, where appropriate, with UN agencies not based in Fiji. Where new or revised outcomes are proposed, within the context of the UNDAF strategies, these will be agreed with the Government and incorporated into a revised Programme Resources Framework, with a clear indication of measurable indicators and outputs.

79. The end-of-year review will be preceded by the production of baseline targets. These targets will be integrated into the first national Millennium Development Goals Report (MDGR). Periodic MDGRs based on the baseline, will be timed to coincide with the UNDAF mid-term review process and end of cycle evaluation of the UNDAF. UN Agencies, representatives from Government, civil society and donor partners will be fully involved in the mid-term review and

end of cycle evaluations. These activities will take stock of progress made, identify bottlenecks and revisit the UNDAF focus and strategy in light of the evolving country situation as well as regional and global developments.

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

2002	June/August December	Preparation of first National MDGR Preparation of RC Annual Report and UNDAF workplan for 2003
2003	December	Preparation of RC Annual Report and UNDAF workplan for 2004
2004	December	Preparation of RC Annual Report and UNDAF workplan for 2005
2005	June December	Mid-term review of UNDAF Second National MDGR Preparation of RC Annual Report and UNDAF workplan for 2006
2006	December	Preparation of RC Annual Report and UNDAF workplan for 2007
2007	Jan-March June December	Evaluation of UNDAF Preparation of second CCA and UNDAF Preparation of RC Annual Report

Programme Resources Framework

80. Annex 2 is an UNDAF Programme Resources Framework, which has been developed based on the logical framework approach. It shows an estimate of likely resource mobilisation by the UNCT in meeting the three objectives identified for the UNDAF.

81. A number of the UN agencies that provide assistance to Vanuatu do not have a separate country programme budget. Vanuatu activities are funded primarily from regional (or Pacific sub-regional) allocations with some specific national activities funded from external sources. Table 1 provides a preliminary estimate of the regional resources for the PICs, from which much of the Vanuatu expenditures will come.

Table 1: Preliminary Indicative Regional Resource Summary for PICs: 2003-2007

Organisation	Allocation in US\$ 000's	Comments
UNDP	16,200	For 10 PICs. Includes \$3.3.m for human rights, \$10.0 m from GEF & \$2.9 m for others. It excludes the Vanuatu Country Programme
UNFPA	7,200	For 14 PICs. Assumes same budget as approved for 1998-2002 cycle: An additional \$2.8m is being sought from other sources.
UNICEF	10,000	For 13 PICs. Plus \$12 million in additional funds to be sought from other sources.
WHO	27,800	For 21 PICs, 2003 is based on 2002-2003 biennial planning figure. 2004-2007 assumes a3.5% cut for the regional programme budget

UNIFEM	3,000	
ILO	1,080	For 4 PIC members (Vanuatu included) assuming same <i>annual</i> budget as the 2002-2003 biennial of \$0.08m regular budget + \$0.50m other, or \$0.50m/year.
Other Specialised Agencies	TBD	FAO, UNESCO, UNIDO, EPOC
Other	-	-
Total		

Notes: 1) UNDP. GEF = regional Global Environment Facility projects that have been approved or begun

82. For those agencies with a specific country programme budget for Vanuatu, Table 2 provides a summary estimate of the total proposed expenditure for those the agencies expected to support the UNDAF.

Table 2: Indicative Programme Resources Framework Summary for Vanuatu: 2003-2007 (US\$ '000)

Organisation	Objectives of UNDAF			Total Resources
	1) Strengthen governance, participation and human rights	2) More equitable access to quality services and products	3) Improve resource management and environmental sustainability	
UNDP	358	490	100	948
UNFPA				Unavailable
UNICEF				Unavailable
UNIFEM				Unavailable
WHO				Unavailable
Specialised Agencies				Unavailable
Other				Unavailable
Total				Unavailable

Annex 4 provides actual development assistance received in 2000 by sector. This summary would demonstrate the magnitude of assistance provided to Vanuatu. Figures still to be received from the Government.

Annex 1: Lessons Learned From UN System Cooperation with Vanuatu

No Country Strategy Note has been prepared by the UN system for Vanuatu. For some agencies, Vanuatu 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 Vanuatu-specific and regional reports,* and the observations of staff (UNDP, UNFPA, UNICEF, UNIFEM, and WHO) who have worked with or in Vanuatu, 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 been categorized under four main headings but not in any order indicating importance or priority:

1. Targeted Assistance

- **More attention to population and development.** The growing concentration of people, services and potential environmental degradation in Port Vila and Luganville suggest inadequate past attention to population and development issues. *Lesson learned: More research and resources need to be devoted to this area to quickly 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.*
- **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.*
- **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.*

* 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: Vanuatu Country Cooperation Framework for 1997-2001* (UNDP, Suva, July 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 Port Vila, March 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).

2. Mode of Operation/Delivery

- **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, Vanuatu and Tuvalu 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 Vanuatu or risk a lessening of HQ support.*
- **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 Vanuatu'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.*
- **Desirability of an in-country UN liaison office.** Only WHO and UNICEF have a permanent in-country Vanuatu presence. Most agencies serve Vanuatu 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 an in-country office were to be established, preferably a joint liaison office of the UN Country Team, serving a number of agencies with operating expenses shared among them.*
- **Improving access to information about UN services.** There has only been a single visit of the UN Country Team as a group to Vanuatu and this resulted in better understanding of the UN system overall and the relationships among agencies. *Lesson learned: More such visits would help Vanuatu understand the UN system and its many agencies.*
- **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.*
- **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 the urban area. Those living in remote areas often miss out on training and other opportunities. *Lessons learned: Despite past efforts, the capital vs. rural areas gaps may be widening. Strengthening service delivery to rural areas needs to be an explicitly higher priority for the UN system.*
- **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 Vanuatu.

- **Importance and limitations of awareness building efforts.** Awareness has generally increased throughout the PICs, including Vanuatu, 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 practical activities.*
- **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 Vanuatu. There is a valuable experience from elsewhere which need not be relearned in Vanuatu. 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.*
- **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.*
- **Need for Government to remain aware of the various sub-regional and regional programmes offered by a range of UN agencies.** As a consequence it often includes priority activities in the GIP that go un-funded or are placed in a bilateral programme pipeline when they may have been accommodated through a sub-regional or regional programme of one of the UN agencies. *Lesson learned: The importance of identifying mechanisms through which Vanuatu can benefit more fully from sub-regional programmes of UN agencies.*
- **It is an advantage if target communities have some experience with new concepts.** When introducing new concepts such as planning methodologies for the use of land for development, it is an advantage if the initial target communities have some experience in development and understand the basic concepts of marketing and development. This will ensure they understand the relevance of land leases and as a consequence the project may see more immediate success. This success may then lead to a flow-on effect, with a greater likelihood of widespread acceptance. *Lessons learned: The advantage of launching new ideas in areas or with communities where there is already some understanding of the reasons for the introduction of new concepts.*

3. Capacity for Participation

- **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 and/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 Vanuatu on a larger scale unless there is support to strengthen their accountability and general management, done in a way which does not overwhelm them.*

- **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.*
- **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.*
- **Regional UN programme importance.** For Vanuatu, 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 Vanuatu 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.*
- **Custom and tradition play a key role in land ownership and management** and the relative role of chiefs, men and women varies throughout Vanuatu. A database, which identifies the different customary approaches to resolving land disputes, would be an important planning tool for Government and provincial administrations. The role of the National Council of Chiefs in Vanuatu's constitution supports the need for an appropriate consultative mechanism being developed as part of any governance project. *Lesson learned: The importance of understanding role of tradition and custom and differences that can exist within Vanuatu.*
- In Vanuatu it is important that **NGOs are registered** as they are then given increased recognition by the Government and are more able to seek external assistance. *Lesson learned: The importance of NGO registration.*

4. Programme/Project Approach

- **Reducing complexity of programme and project design.** In a very small state like Vanuatu, 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 Vanuatu should be designed from the outset to be flexible and to match local capabilities to 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.*
- **UN initiatives are implemented as flexibly as possible** and to promote opportunities for improved governance when new public sector policies are being developed. For example, as the proposals for increased devolution of central government responsibilities are being developed it will be important that the UN system is able to provide decision-makers with access to global comparative experience and to encourage policy makers to understand all options. *Lesson learned: The nature of policy formulation and implementation requires consistent monitoring and a recognition that as situations evolve the nature of the policy advice needs to be adjusted.*

- **Improving local ownership of UN programmes and projects.** Some UN agency activities lack national ownership, which reduces their effectiveness. Because of frequent movements of ni-Vanuatu 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.*
- **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 ni-Vanuatu officials 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.*
- **Improving financial management of UN projects.** Within Vanuatu, 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.*
- **Inadequate Country Programme financial resources.** For some agencies, the financial allocation available for activities in Vanuatu 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.*
- **Improving training materials.** Training materials for Vanuatu 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.*
- **More effective mainstreaming.** There have long been efforts to 'mainstream' UN activities in the Pacific. Long term 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.

Annex 2: Indicative Programme Resource Framework (2003-2007)

UNDAF GOAL: Support Vanuatu's national development strategies for achieving an improvement in the lives of people in rural areas, supporting private sector growth, restoring good governance, improving participation by civil society and closing the gap between the rich, poor and disadvantaged groups.

Intended Outcome	Outcome Indicator	Indicative Outputs (i)	Agency	Resources (USD '000)
UNDAF Objective 1: Strengthen governance, participation and human rights				
1.1 Community participation in policy development and decision-making process of the institutions of the State with improved transparency and accountability	<p>Parliamentary processes allow consultation with community before presentation of key legislation</p> <p>National Summits held annually allow time for community input and views reflected in Government development policy and Budget</p>	<p>Advocacy</p> <p>Appropriate ICT to improve participation by women's interest groups in rural areas and others in decision-making processes</p> <p>International Conventions reporting assistance</p> <p>School based education initiatives</p> <p>Workers and employers education</p>	<p>UNDP</p> <p>UNDP</p> <p>UNDP</p> <p>UNDP/ UNESCO ILO</p>	
1.2. Strengthened neutrality of the public service and civil society organizations with improved access to and quality of service delivery to all community groups	<p>Basic service delivery</p> <p>National Budget and outturn demonstrate real increase in expenditure on health and education, with special emphasis on women and children and vulnerable groups</p>	<p>CRP Impact Assessment</p> <p>Training in accountability and development of measures to promote anti-corruption processes</p>	<p>UNCT</p> <p>UNDP</p>	
1.3 Better data collection (including disaggregated by sex) and analysis leading to improved access to and quality of service delivery to all community groups	<p>Reliable data available</p> <p>National Development strategy demonstrates</p>	<p>Build capacity for data collection</p> <p>Advice on data disaggregation and priority data to be collected nationally</p>	<p>UNFPA</p> <p>UNFPA</p>	

Intended Outcome	Outcome Indicator	Indicative Outputs (i)	Agency	Resources (USD '000)
	enhanced data quality and analysis Targeted services for equitable development	Management systems developed and capacity strengthened to maintain data quality	UNFPA	
1.4 Improved access to justice, addressing interface between formal and customary law and needs of vulnerable groups, including women and children	Reflection in attitude changes as seen in custom courts system Reduction in human rights violations and affirmative action Review carried out and human rights inconsistencies identified and action plan developed for future action	Human rights education for Chiefs Review of customary law versus modern legal system	UNDP UNDP	
1.5 Improved economic and social safety nets for vulnerable groups, including women and children	Review of social protection systems undertaken and report widely disseminated for feedback	Review of the lands Review of the extent of social protection including the NPF Reduced barriers to participation/access of vulnerable groups in economic activities	UNDP UNDP UNDP	
1.6 Human rights legislation in place together with improved monitoring and reporting on international rights conventions that Vanuatu has ratified	Legislation in compliance with international HR Conventions Timely submission of comprehensive and complete reports which have had broad consultation and which contain action plans	Support for the review and revision of legislation in light of international human rights Support for reporting on Conventions Support for dissemination of information on human rights Conventions and their	UNDP UNCT UNDP	

Intended Outcome	Outcome Indicator	Indicative Outputs (i)	Agency	Resources (USD '000)
	Increased dialogue and understanding of human rights issues at all levels	application		
UNDAF Objective 2: More equitable access to quality services and products				
2.1 Wider community participation in private sector development with maximum advantage taken of opportunities of globalisation	Government budget allocation increased for quality service provision Increase in import substitution More women participating in micro-credit scheme and increased participation by women in business	Technical assistance in looking at economic reform for social development – macroeconomic policy including local production and marketing Develop mechanisms to promote value added commodities such as agricultural products Strengthen and expand the VANWOD Scheme to cover rural areas Support business skills development of women in rural areas Study on women in business	UNDP FAO UNDP UNDP/ILO UNIFEM	
2.2 Reduced disparity in education access with expanded opportunities for quality education for life for all community groups	A revised curriculum Increased in enrolment rates and completion rates by gender Code of ethics	Assistance for ongoing activities addressing gender and health concerns in curriculum with appropriate training of teachers Advocacy on policies relating to right to education and implementation of the commitments of the Government through CRC and EFA	WHO/UNESCO UNICEF	
2.3 Reduced conflict over land and pressure on informal housing as well improved access to food supply and employment opportunities for those living in squatter settlements near urban	Report with recommendations	Assist in the study on determining appropriate land needs for human settlements and security.		

Intended Outcome	Outcome Indicator	Indicative Outputs (i)	Agency	Resources (USD '000)
centres				
2.4 Equitable treatment of men and women under the law as well as access to paid employment and broader issues of workers rights		Assist in the analysis of the Household Income Survey	UNFPA	
2.5 Health sector reformed and staff trained to promote equitable distribution of health services in the country.	<p>Health sector reform program reviewed and strengthened.</p> <p>Improvement in the quality of blood supply from the blood bank.</p> <p>Number of female and male health professionals trained.</p> <p>Reduction in distance travelled by women to reach basic health care</p>	<p>Develop appropriate policies and provide technical support.</p> <p>Blood safety programme supported at national and provincial level.</p> <p>Quantitative and qualitative health workforce planning implemented to ensure adequate staffing and skill mix of health workers at the provincial level.</p>	<p>WHO</p> <p>WHO</p> <p>WHO/ UNFPA</p>	
2.6 Improvement in health settings	<p>Number of men and women village volunteers trained in the maintenance of water system.</p> <p>Number of men and women health workers trained in basic health/reproductive health care</p>	<p>Strengthen the national program of safe drinking water in villages (rural water supply) through active community participation.</p> <p>Programme of ongoing training/HRD of health personnel and volunteers appropriate to local health system</p> <p>Food safety programme strengthened through implementation of Safe food Act.</p>	<p>WHO</p> <p>UNFPA/ WHO/ UNICEF</p> <p>WHO</p>	

Intended Outcome	Outcome Indicator	Indicative Outputs (i)	Agency	Resources (USD '000)
	<p>Enactment of safe food act all over the country.</p> <p>Percentage of population with access to safe drinking water systems and sanitation in villages and rural areas</p> <p>Number of men and women villagers trained in maintenance of water and sanitation system</p> <p>Prevalence of intestinal Helminths and parasite load in the population.</p>	<p>Integrated programme on hygiene, sanitation and helminthiasis under health island initiative.</p>	<p>WHO</p>	
<p>2.7 Reduced morbidity and mortality from communicable (Malaria, TB, Pneumonia, dengue, ARI) in the country.</p>	<p>Reduction in the annual incidence rate of malaria by 50 to less than 100 cases per 1000 population by 2004 and further 30% reduction by 2007.</p> <p>Management of severe malaria cases improved in the clinics.</p> <p>Malaria mortality to be reduced by 50%.</p> <p>Reduced morbidity and mortality, including among children, caused from</p>	<p>Malaria control program restored at the national and provincial level.</p> <p>National TB control program strengthened through development of strategies to improve the directly observed treatment short course (DOTS)</p> <p>Increased national capacity for integrating Sexually transmitted infection (STI) prevention and care services</p> <p>Support for equitable distribution of facilities, equipment, supplies and staffing for health centers throughout the country</p>	<p>WHO</p> <p>WHO</p> <p>WHO</p> <p>UNICEF/WHO</p>	

Intended Outcome	Outcome Indicator	Indicative Outputs (i)	Agency	Resources (USD '000)
	diarrhoea, pneumonia, dengue and other communicable diseases Percentage of population that has access to DOTS			
2.8 Reduced morbidity and mortality from non-communicable diseases in the country.	Radio programmes and health education through the media. Tobacco use assessment to be carried out Provincial training organised. .	Establishment of an effective surveillance system and reporting of accurate data of non-communicable diseases. National Tobacco control programme strengthened. Training for community leaders.	WHO/ UNFPA WHO WHO	
2.9 Reproductive /maternal health improved through delivery of cost-effective reproductive health strategies	Improved access to cost effective quality reproductive health services i.e. family planning services; maternal health care; and reproductive health services for adolescents Reduced maternal morbidity and mortality and neonatal deaths Increased life expectancy Increased age of marriage especially young girls	Restoration and improvement of reproductive health services for women and adolescents	UNFPA	
2.10 National Multisectoral HIV/AIDS strategy	Sectoral budget support	National Budget development support training	UNDP	

Intended Outcome	Outcome Indicator	Indicative Outputs (i)	Agency	Resources (USD '000)
developed and implemented	<p>reflects multisectoral response to HIV/AIDS</p> <p>STI management and surveillance in place</p> <p>Increased number of HIV/AIDS specific activities in Reproductive Health programmes</p> <p>National legislation enacted to reflect ethics and human rights strategy</p>	<p>in multisectoral response requirements</p> <p>Surveillance and counseling skills strengthened</p> <p>HIV/AIDS integrated into reproductive health programmes</p> <p>Participation in regional training on law, ethics and human rights strategy training and development</p> <p>Peer education and life skills training for youth</p>	<p>WHO</p> <p>UNFPA</p> <p>UNDP</p> <p>UNICEF</p>	
UNDAF Objective 3: Improve resource management and environmental sustainability				
3.1 Application of legislation and community education to promote sustainable use of marine and terrestrial resources	<p>Locally-based monitoring mechanisms</p> <p>Database developed</p> <p>Number and type of education awareness programmes run and evaluated in 6 provinces</p> <p>Legislation monitored for progress</p>	<p>Assist with implementation of NEMS</p> <p>Implementation of legislation and support for education and awareness activities</p> <p>Collection of baseline data</p> <p>Assist with review of alternative resource management and monitoring initiatives in collaboration with local communities</p>	<p>UNDP</p> <p>UNDP</p> <p>UNDP</p> <p>UNDP</p>	
3.2 Reduced loss of biodiversity because	NBSAP Action Plan	Continued assistance from appropriate UN	UNDP	

Intended Outcome	Outcome Indicator	Indicative Outputs (i)	Agency	Resources (USD '000)
inappropriate use of land in water catchment areas, commercial imperatives and resulting monocultures and impact of introduced species on endemic species	reviewed and updated Specific interventions developed to address appropriate use of land in water catchment and to reduce impact of introduced species on endemic species	bodies required to build on work of existing and new interventions as outlined in NBSAP action plan		
3.3 Reduced serious pollution, including waste management of the lagoon and marine waters	Waste management legislation in place Water borne diseases reduced Coastal resource management plans developed	Assistance for drafting of waste management legislation, monitoring of water borne disease incidences and assistance with coastal resource management plan preparation	UNDP	
3.4 Population policy implemented and planning to respond to existing social and environmental problems	Population policy in place with necessary updates Population growth rate Land use plan for urban and peri-urban areas	Assist with Social and Economic impact studies Organise Pacific Regional Population Forum Assist with the development of land use plans	UNFPA/ ILO UNFPA UNDP	

Note: Shown are indicative outputs only. Outputs, in response to the Outcomes expected in the UNDAF, will be developed as part of individual agency programming and project designs.

Annex 3: Indicators of Development for Vanuatu The CCA/UNDAF Millennium Development Goals/Indicator Framework

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 Vanuatu status in progress toward meeting the goals.

- Column 1 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 to be used by Vanuatu in its reporting. This is based on discussions during the national CCA/UNDAF consultative meeting held in Vanuatu in February 2002 and may be modified further.

Global Goals	Vanuatu Goals and Comments	Will the Target or Goal be Met Vanuatu?			State of the Vanuatu Supportive Environment			
		Probably	Potentially	Unlikely	Strong	Fair	Weak but Improving	Weak
Eradicate extreme poverty and hunger	Relative Poverty. Replace 'Extreme Poverty' with 'Relative Poverty' or 'Poverty of Opportunity'	X		Difficult to achieve			X	
Achieve universal primary education	Strategic Education Sector Plan (2002-2004) exists for both formal and informal education.	X					X	
Promote gender equality and empower women	Question whether the number of women in Parliament is realistic indicator, maybe better to consider number on committees and in other decision-making roles.	X					X	
Reduce child mortality		X			X			
Improve maternal health				X			X	
Combat HIV/AIDS, malaria and other diseases		X		Vanuatu is a low prevalence country			X	
Ensure environmental sustainability		X		However, will require continuing commitment of the Government.			X	
Develop a Global Partnership for Development			X				X	

Annex 4: Status of Development Cooperation in Vanuatu

[To be completed on receipt of information from Government]

Donor	2001 Actual (PNG K'000)	Est. 2002 (PNG K'000)
Health Sector		
Sub-total (Health)		
Education Sector		
Sub-total (Education)		
Infrastructure Sector		
Sub-total (Infrastructure)		
Economic Sector		
Sub-total (Economic)		

Donor	2001 Actual (PNG K'000)	Est. 2002 (PNG K'000)
Law and Justice Sector		
Sub-total (Law and Justice)		
Governance and Administration Sector		
Sub-total (Governance & Administration)		
Unspecified (Incentive Fund)		
Sub-total (Unspecified)		
GRAND TOTAL		

Source:

Note: