



UNITED NATIONS

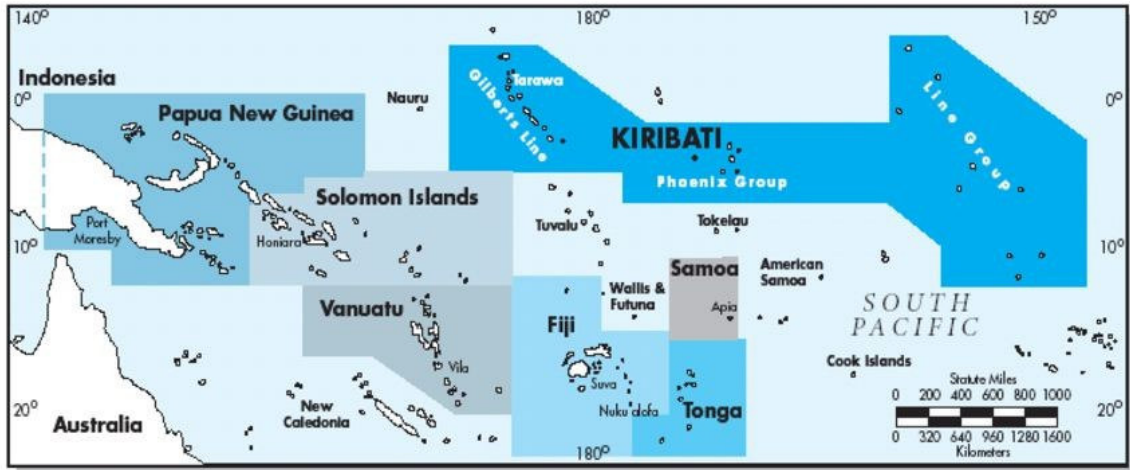
# KIRIBATI

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

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

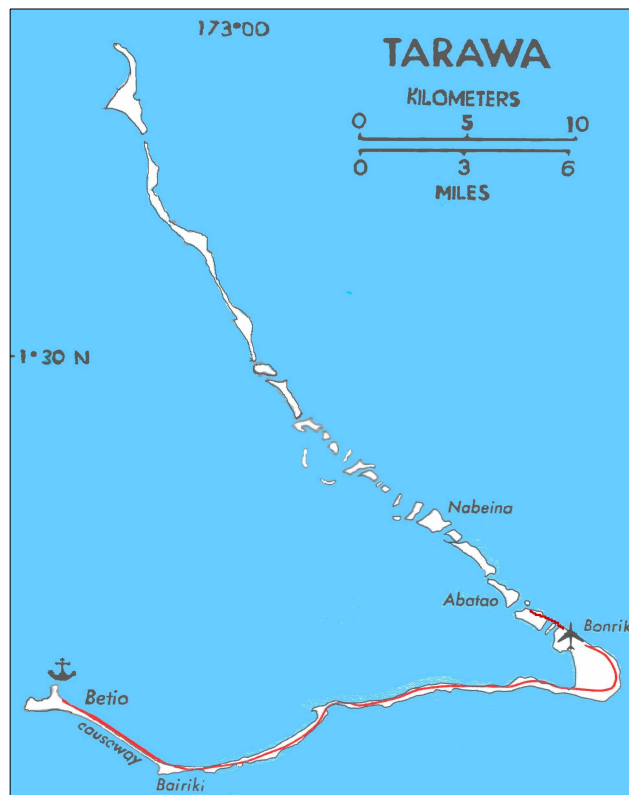
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**Map 1: Location and Vast Extent of Kiribati**

(Source: IMF Survey Vol. 30; No. 19; 2001)



**Map 2: Tarawa Atoll**

(Source: Adapted from Kiribati Country Economic Memorandum, World Bank 1993)

## Abbreviations and Acronyms

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

## Foreword

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

This UNDAF was developed directly from the key development issues, priorities and goals identified during the analysis for, and preparation of, the Kiribati *Common Country Assessment* (CCA). The CCA process involved consultations among the Government, civil society, donors and the UN system beginning in 2000 and intensifying from November 2001 through February 2002. The preparation of the CCA and UNDAF were effectively treated as a single cohesive exercise.

The goal of the UNDAF is to support the Government's development strategy, with an emphasis on three broad thematic areas: i) more equitable access to sustainable services and opportunities; ii) governance and human rights; and iii) dealing effectively with economic and environmental vulnerability.

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

Amelia Siamomua Regional Programme Director UNIFEM	Vili Fuavao Representative FAO	Shichuo Li Representative WHO
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Suva, Fiji, April 2002

## **1. Executive Summary**

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

2. Through the CCA/UNDAF process, the United Nations Country Team (UNCT) has assessed the major challenges facing the Government and people of Kiribati and opportunities available to better contribute to the country's development. The UNCT benefited from programme reviews undertaken by individual agencies and in-country CCA/UNDAF consultations, which together have highlighted the need for the UN to be more focused. The only UN agencies with a presence in Kiribati are WHO and UNICEF. Some form of in-country multi-agency UN presence is desirable and would improve the effectiveness and impact of UN activities.

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

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

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

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

6. Specifically, the Government has asked the United Nations Country Team to work toward the following three objectives:

- *Objective 1: Access to Basic Services and Livelihood Opportunities.* Improved and more equitable access to, quality of, and delivery of, essential services and livelihood opportunities throughout Kiribati.
- *Objective 2: Governance and Human Rights.* Improved planning, management, and implementation of economic and social development policies to improve participation, accountability, consistency, equity and sustainability.
- *Objective 3: Dealing with Vulnerability.* Improving the ability of Kiribati to deal with economic and environmental vulnerability.

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

## 2. Introduction

### Structure of the UNDAF

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

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

### Background to the CCA and UNDAF

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

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

11. The UNDAF builds directly on the CCA and has several purposes. It is: i) a strategic document to achieve UN reform in Kiribati; ii) an instrument for improved cooperation, coordination, capacity building, and role clarification for the UN system in the country; iii) a tool for improving the impact of UN activities on the lives of the most vulnerable and poorest; iv) a framework for supporting Kiribati's own development goals and an opportunity to complement development assistance and support provided by other bilateral development partners and multilateral agencies; v) a framework for UN advocacy; and vi) the basis for the integrated

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

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

country programmes and activities that will be developed afterwards by individual members of the UN family providing support to Kiribati.

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

12. The CCA/UNDAF process began in early 2000 with discussions in Kiribati with government officials, members of civil society organisations (CSOs)<sup>3</sup> and in-country donor representatives. A Kiribati CCA/UNDAF Working Group, consisting of UN agency representatives based in Fiji,<sup>4</sup> oversaw the production of several early drafts of a CCA. In November 2001, the Fiji-based UN Country Team reviewed a working draft CCA and developed several indicative key national development issues and cross-cutting themes for further analysis. From November 2001 through January 2002, the Working Group met frequently, the draft was revised further, and inputs were invited and received from non-resident UN agencies, bilateral donors, multilateral agencies, regional CSOs, regional organisations and others.

13. In February 2002,<sup>5</sup> a two-day in-country CCA/UNDAF consultative meeting<sup>6</sup> was held in Kiribati involving UN agencies, government, opposition Parliamentarians, in-country donors, CSOs and others. The meeting discussed the following: i) a revised draft CCA document; ii) key development themes and issues facing Kiribati; iii), the Millennium Development Goals and their relevance – and the relevance of global MDG indicators – to Kiribati; iv) activities of UN agencies and donors in Kiribati; v) a timetable for completing the CCA and UNDAF; vi) suggested means of improving UN in-country collaboration; and vii) possible broad areas for collaboration among UN agencies.

14. The meeting – co chaired by UNICEF on behalf of the UN Country Team and the Ministry of Finance and Economic Planning on behalf of Kiribati – agreed on a revised set of key development themes and issues, concurred on MDG goals and indicators with modifications to improve relevance to Kiribati, developed an UNDAF timetable, and agreed to preliminary suggestions for improving UN activities and some specific areas of possible collaboration among UN agencies, to be further developed within the UNDAF.

15. A ‘final draft’ Kiribati CCA report was completed on 22 February 2002,<sup>7</sup> incorporating comments from the consultative meeting. It assesses key development challenges and opportunities relevant to national priorities and to the MDGs. The CCA is not meant to be definitive; it is a work in progress subject to review and possible revision. The objective is to provide an overall assessment of problems so that the UN Country Team is able to respond better with the government and development partners in helping to address key challenges.

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

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

<sup>4</sup> UNDP, UNICEF, UNFPA, UIFEM and ILO all serve Kiribati from Fiji, UNESCO and FAO from Samoa, and the UN regional commission ESCAP from Vanuatu. Only WHO has an office in Tarawa.

<sup>5</sup> A meeting chaired by the UN Resident Coordinator was held in December 2001 in Suva, Fiji to discuss the CCA/UNDAF process, progress and issues with government officials and CSO/NGO representatives from four countries served from Fiji with whom CCAs were being prepared. Due to international flight cancellations and airline irregularities, Kiribati was unfortunately unable to attend.

<sup>6</sup> See Report of the CCA/UNDAF In-Country Consultative Meeting Held with Government, NGO and Donor Partners at the Parliamentary Complex, Tarawa, Kiribati, 6-7 February 2002 (UNDP, Suva, 18 Feb. 2002). The meeting was attended by 44 people (government 20, NGOs 13, donors 2 and UN 13 representing UNICEF, UNFPA, UNDP, ILO and WHO).

<sup>7</sup> As this UNDAF was being finalised, the CCA was undergoing minor final editing.



### **3. Rationale**

#### **Mission of the United Nations In Kiribati**

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

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

#### **Lessons Learned from UN Cooperation in Kiribati**

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

- **UN focus.** UN programmes and projects should focus on fewer but better-defined priorities with clear, measurable outputs and strong local ownership. UN programmes and projects should build on the success of past activities and constitute an integrated, mutually reinforcing set of interventions.
- **Programme design.** Programme and project designs should be flexible, sustainable and less complex so they are easier for Kiribati (with very limited numbers of skilled officials) to manage.
- **In-country presence.** A permanent in-country UN presence, serving a number of agencies as a joint liaison centre, is highly desirable to improve project design, follow-up, collection of data and information, support for visiting staff and consultants, project reporting, financial accountability, monitoring and reviews. It could also serve as an information distribution centre and make the work of the UN more accessible to Kiribati.
- **Services to outer islands.** Despite past efforts by the UN and others, gaps appear to be worsening between the capital and the rest of the country (incomes, education levels, employment opportunities, services). Strengthening service delivery to outer islands needs to be an explicitly higher future priority for the UN system overall.
- **Data and information.** Up-to-date and regular data and information for analysis, policy development, decision-making, monitoring, evaluation etc. are lacking for most sectors. There is a need to strengthen capacity to collect and effectively use data / information for a wide variety of purposes nationally and with regional organisations and UN agencies that serve Kiribati.
- **Advocacy.** UN agencies have been active in advocacy but not enough has been done and not enough people are being effectively reached. The agencies should use radio (the medium reaching the most people) more effectively. Advocacy and communications strategies should be strengthened and be included in all programmes and projects.
- **Civil society.** More effective delivery of UN programmes, particularly to the outer islands, is likely to require increased interaction with CSOs and more direct CSO access to direct UN funding. The CSOs however, are unlikely to be effective for supporting or delivering UN

activities in Kiribati on a larger scale unless their financial accountability and general management are improved.

- **Population.** The relatively rapid population growth, young age structure, and growing concentration of people, services and environmental deterioration in crowded South Tarawa suggest inadequate past attention to population and development issues.
- **Gender.** It has been difficult to get key agencies and men seriously involved in gender issues including reproductive health, equal educational attainment, and equal access to employment. There is a need to actively involve more men in addressing gender issues and improving attitudes regarding gender equality.
- **Children and youth.** Acknowledgment of, and interest in, child protection issues (child abuse, child labour, 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 and assist children and youth. Follow-up activities and better coordination with related activities of other agencies are necessary. There are also benefits in including active participation by youth and adolescents in identifying issues affecting them and in helping to address them.
- **The disadvantaged.** For at least some agencies, despite an explicit emphasis on women, youth, and disadvantaged groups in their country programmes, the activities have not greatly benefited them. UN programmes and projects must be more pro-active in assuring that the planned beneficiaries do in fact benefit.
- **Multi-agency visits.** There has only been one visit of the UN Country Team as a group to Kiribati. More multi-agency visits would help Kiribati understand the UN system and its many agencies.

### Key UN Competencies and Comparative Advantage

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

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

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

#### **4. Goals and Objectives**

##### **Key Development Challenges and Opportunities for Kiribati<sup>8</sup>**

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

22. **Kiribati Background.** The Republic of Kiribati has less than 85,000 people living on 33 atolls (800 km<sup>2</sup>) scattered over a vast ocean area: 4200 km East-West and 2000 km North-South. Kiribati exemplifies to an extreme degree the severe development challenges facing a small, remote and resource-poor island state during a period of rapid global change. Basic development indicators (for health, education, life expectancy, etc.) are among the poorest of the Pacific Islands. There is a high degree of vulnerability to external economic and environmental events; Kiribati is among the countries expected to suffer the greatest impact of climate change, including disappearance in the worst-case scenario. The environment is fragile and, particularly in rapidly growing urban South Tarawa, deteriorating. There is considerable difficulty in providing adequate basic services to its people, especially the outer island rural majority. Despite this, the I-Kiribati – the people of Kiribati – have the advantages of a strong and resilient culture, a highly egalitarian society (gender issues aside), strong democratic principles, extensive marine resources, and a record of prudent fiscal management.

23. **Key Issues.** The following key issues<sup>9</sup> affect Kiribati (and most other Pacific Island Countries or PICs): good governance; population growing faster than the economy; declining educational performance; weakness of the private sector; breakdown of traditional support systems; and an urban elite capturing most benefits of modernisation. Development challenges include disappointing macroeconomic performance; increasing poverty; poor health including infant and child morbidity, increasing environmental degradation; and limited progress in gender equality. Population growth, youth unemployment, rapid urbanisation, and other pressures are also reflected in growing disaffection among the youth who will have to address these issues in the coming years.

24. **The Kiribati Development Situation.** Kiribati's atolls are among the planet's harshest environments: flat ribbons of sand, with scarce fresh water; supporting a limited range of vegetation; extreme geographic fragmentation making transport and communications costly and difficult; and an economy dependent on fluctuating prices for copra and fish, interest from overseas investments, remittances from I-Kiribati working abroad, licence fees for foreign-owned ships, and foreign aid. Kiribati ranks 11th of 14 Pacific island countries and 129th in the world in UNDP's Human Development Index. In terms of infant mortality and child morbidity, per capita GDP, and access to water and sanitation, Kiribati is among the lowest in the PIC region. The incidence of HIV/AIDS has risen alarmingly and women's participation in decision-making is improving but remains relatively low.

25. **Economic Issues and Goals.** Kiribati is categorised as a Least Developed Country (LDC) due to low per capita GDP, limited human resources and high vulnerability to external forces. Foreign reserves have steadily grown to the equivalent of seven years' imports and investment income is currently about a third of GDP. Because of a reserve fund, GNP has been about 80% higher than GDP since 1995. GDP, however, has grown only 1.6% annually since Independence in 1979, well below population growth. The economy is dominated by the public service with state-owned enterprises (SOEs), accounting for 80% of paid employment and 30% of GDP. The trade deficit has been persistently high (30% of GDP) during the 1990s. However, delivery of social services has been inefficient, subsidies to SOEs reduce opportunities for

<sup>8</sup> This section is an edited form of the Executive Summary, Kiribati 'final draft' CCA of 22 February 2002.

<sup>9</sup> From *Poverty: Is it an Issue in the Pacific?* (Asian Development Bank, Manila, 2001).

private job creation, under 20% of the working age population is formally employed, and nearly two thirds of all formal jobs are in the capital, South Tarawa.

26. Successive governments have had a consistent approach to addressing the above issues, most recently articulated in the *National Development Strategies: 2000-2003* (NDS 2000-2003) and the *Action Programme for 2000–2010*. Key issues and goals from these documents are summarised in the box below.

<b>Key National Development Goals for Kiribati: 2000-2010</b>	
<i>GDP/capita</i>	2-3% annual growth
<i>Exports</i>	10-15% annual growth in merchandise exports; more competitive; more diversified marine exports
<i>Employment</i>	6-8% annual growth in formal jobs, mainly from private sector and SOEs
<i>Education</i>	Form 3 Access by all; 25% higher secondary school (Form 4-6) intake; improved vocational & business training.
<i>Health</i>	Greater emphasis on outer island, primary preventative and reproductive health.
<i>Tourism</i>	Increase visitors to Kiribati by 20% by 2003.
<i>Govt. Reform</i>	Reduce public sector size and budget; strengthen budgeting system; reform public commercial enterprises
<i>Governance</i>	Reform public service to be more transparent and accountable
<i>Civil Society</i>	Assist NGOs provide services to remote and disadvantaged people
<i>Population</i>	Adopt policy addressing overall growth and South Tarawa population density.
<i>Poverty</i>	More job opportunities and better safety nets for the poor
<i>HIV/AIDS</i>	Reduce incidence of HIV/AIDS but no specific goals.
<i>Environment</i>	Enforce Environment Act, require impact assessments and minimise coastal and lagoon pollution.
<i>International</i>	Develop stronger linkages; adopt 'best practices' for innovation and governance while maintaining local values.

27. **International Development Goals.** Kiribati has entered into numerous international commitments. These include endorsing the goals of the Decade for Education for All; the Programme of Action of the International Conference on Population and Development; the Beijing Platform of Action; the World Summit Goals for Children, and the Pacific Platform of Action on Women. In 2000, Kiribati endorsed the *Millennium Declaration* including specific national goals, the Millennium Development Goals (MDGs) to be reached by 2015. These include reductions in poverty, HIV/AIDS and hunger and improvements in basic amenities, universal primary education, gender equality, maternal and child health, and environmental sustainability. Kiribati is likely to meet some goals whereas others are less likely to be met without a strong commitment by the government and support from the international development community.

28. **The Government, Governance and Political Culture.** Democratic values in Kiribati are strong with free elections held every four years by universal adult suffrage. The government combines Westminster principles and customary values, with considerable influence of the elder male. Policy formulation and decision-making are relatively open, involving widespread consultation. The overall quality of public administration has improved in recent years but the government has identified the following weaknesses: i) inadequate budgeting and budget control system including data collection and analysis; ii) deficient sectoral planning and monitoring; and iii) a lack of focus by ministries on their core functions.

29. **The Economy and Reforms.** Only 20% of the labour force participates in the formal wage economy. 80% of paid employment is with government or SOEs with 64% of all cash jobs based in South Tarawa. There are great differences in living standards and cash incomes between South Tarawa and the other islands and among the outer islands. South Tarawa is far more monetised than all other islands and has far better access to health, education, transport, communications and other amenities and services. The traditional economy, by redistributing

monetary and other wealth along kinship lines, reduces some differences although cash is increasingly important. Throughout Kiribati, the traditional economy remains important for food and general livelihood security. This is likely to continue as the labour force is growing more rapidly than population. With the majority of the population aged twenty or below, high youth unemployment, and few new jobs, practical policies are needed to address improvements to the livelihoods of the growing numbers of young I-Kiribati who will remain in the informal sector.

**30. Population, Urbanisation and Migration.** Kiribati has a population of 84,494 (2000 census), 1995-2000 growth of 1.7% per year, urban growth of 5.2%/year and a rural decline of 0.6%/year. South Tarawa has 44% of national population compared to 37% five years earlier. If these trends continue, S Tarawa will reach 50,000 by 2006. Demographic trends thus underlie many of the development problems facing Kiribati: a moderately high population growth rate with increasing concentration on South Tarawa; a considerable gap in the life expectancy of males and females; a young age structure which places great demands on the provision of services and jobs; and growing – and serious – environmental problems (water quality; waste; sanitation; lagoon pollution) exacerbated by S Tarawa's congestion. Crowded and unsanitary conditions contribute to a high incidence of diarrhoeal diseases and a high death rate for young children.

**31. Gender.** Kiribati has a severe shortage of skills necessary for more equitable social and economic development; it cannot afford to under-utilise the talents of its men or women. Gaps in male/female educational attainment – high in the early 1990s – have narrowed. The 2000 census indicates that male and female educational attendance is about equal through junior secondary school, that females now slightly outnumber males completing some secondary schooling and that the ratio of male to female high school graduates has declined to 1.7:1. For young university graduates (under age 24), women now outnumber men by 38%. Nonetheless, only a few women have reached senior decision-making positions. According to the government's *Action Programme 2000-2010*, they suffer the problems of childbirth in quick succession; inadequate nutrition, poor quality water and sanitation and inadequate access to quality health care. In late 2000, men held 63% of all paid jobs, 73% of legislative and senior official positions, and 49% of all professional positions.

**32. Disadvantage.** Those who live on outer islands, members of large families, the young, the disabled, and those without access to land (at least where they reside) tend to be disadvantaged. Most investment has been in South Tarawa with 'poverty of opportunity' as a result on the outer islands, contributing many migrants to the capital. Some issues confronting youth (such as sexual behaviour and access to reproductive health information and services), meet opposition from some churches and others. In general, those most in need of assistance are least likely to receive it. The cooperatives and Village banks, for example, tend to benefit most the relatively wealthy and powerful.

**33. Health, Nutrition, Water Supply and Sanitation.** With an average life expectancy at birth of 63 years (2000), I-Kiribati have a shorter life span than most other Pacific Islanders due to: i) high infant and child mortality from respiratory diseases and diarrhoea; and ii) high adult mortality, especially for men, from infectious and non-communicable diseases. There also appears to be a widening, but unexplained, gap between male and female life expectancy. Child immunisation coverage (DPT3) in 1999 of 78% overall – 49% in remote areas and 89% in Tarawa – improved to 90% overall in 2000. Sanitation is poor in S Tarawa where 53% of households regularly use the beach as their toilet. Food-borne and insect or animal-borne diseases are other major causes of illness. There is limited information on food security and nutrition but highly processed, imported, nutrition-poor foods are quite common. Heart disease, hypertension, tuberculosis, diabetes and cancer are major public health problems. Sexually transmitted diseases are a significant health concern, particularly the rapid increase in HIV/AIDS. Of 23 medical doctors in the country, 22 are based in South Tarawa. Nonetheless all islands have access to health facilities, and there has been very good progress in meeting global health goals.

**34. Education and Human Resource Development.** As elsewhere in the Pacific, there is relatively little attention to early age education in Kiribati, although pregnancy until the time children enter school is more important in a child's learning and personality development than the time spent at school. Kiribati has compulsory education from age 6-14 but net enrolment for this age group was 80% during the 1990s. Non-attendance is believed to be due largely to patterns of disadvantage on South Tarawa. The proportion of females attending school is said to be above males in all age groups below 19 years. However, less than 1% of females aged 20-24 are undergoing formal study compared with 6.5% of males. On the outer islands, provision of schooling is difficult and costly because of poor communications and transport and the expense of servicing small remote schools. However, throughout the country, the quality of education is low due to a shortage of resources within schools and poor physical facilities. Only 25% of students reach Form 6, and 8% reach the final secondary school level, Form 7. Despite these problems, Kiribati has improved education for its people during the past decade.

**35. Poverty, Safety Nets and Special Protection Measures.** Many I-Kiribati would be considered poor based on cash incomes alone. However, there is little extreme poverty as most households are supported by gardening, fishing, carpentry and handicraft making. Together with the traditional kin-based economy, this provides an adequate basic lifestyle. Nevertheless, relative poverty is an issue of growing concern both on South Tarawa (where jobs, income and other resources are not well distributed and there is limited opportunity for subsistence agriculture); and among the disadvantaged throughout Kiribati (with little access to services and paid employment). In general, there is no strong government role in identifying relative poverty, or adequate funds or a clear strategy for addressing it.

**36. Key Issues for Advocacy and Dialogue.** Kiribati has endorsed the MDGs and a number of international treaties and conventions including the Convention on the Rights of the Child (CRC). Key issues for advocacy and dialogue between the UN and Kiribati are:

- Extending full rights to women;
- Ratification of key international conventions and declarations (including those dealing with political and civil rights, elimination of racial discrimination, and standards and rights at work) and global and regional treaties and conventions dealing with trade, pollution, and sustainable management of ocean resources.
- The possibility that Kiribati may not meet a number of the MDGs by 2015 without a firmer commitment and practical policies.

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

- **Population.** Practical policies which address the carrying capacity and emerging social issues of South Tarawa and the needs of the remote island communities, where population density is high relative to food production technologies.
- **Safety nets.** Practical, equitable and affordable safety nets for the relatively poor and disadvantaged.
- **Sustainable livelihoods.** Policies for formal and informal employment which keep pace with, or exceed, growth in the labour force.
- **Youth.** Practical options for training and employing the bulk of Kiribati's youth and protecting youth from life-threatening risky behaviour.
- **Human resource development.** Education and human resource development policies which improve the quality, relevance and practicality of education and training at all levels with more emphasis on the essential infant and pre-school years.

- **Globalisation.** Informed consideration of globalisation, realistic options, and adapting to challenges in a manner more likely to secure its benefits, maintain national sovereignty, and retain flexibility to formulate and implement economic and social policies.
- **Data.** Better understanding, development and use of data and information for effective research, policy development, programme implementation, and analysis and monitoring.
- **Treaties.** Better understanding, and where appropriate ratification and implementation, of treaties and other commitments.
- **Regional action.** Identification and action on key issues that require regional or global action rather than just a national response.
- **Vulnerability.** Better understanding of Kiribati's vulnerability, both economic and environmental.
- **Sustainable development.** Development policies which are practical, sustainable, more equitable, compatible with local cultural norms and gender sensitive.
- **Environment.** Improved management of the environmental resources of South Tarawa, sustainable management of the ocean resources, and improved pollution control and waste management
- **Social dialogue.** Improved dialogue among government, employers and workers' organisations to build consensus on social and economic issues.
- **Education.** Improved access to education by all children and an increase in its quality.
- **Health.** Health systems capacity building policies that improve a broad range of health indicators.
- **HIV/AIDS.** Effectively addressing the spread of HIV/AIDS.
- **Reform.** A public service which is more transparent, consultative, efficient, and accountable and includes CSOs in delivering services to the disadvantaged. A public service that recognises the tensions between traditional and modern approaches and addresses these, particularly regarding social and economic equity.
- **Climate change.** Better understanding of global climate change and its likely national impacts and more effective contribution to international dialogue and negotiations on climate change.
- **CSOs.** CSOs with the improved management skills and accountability (including financial reporting) which justify more direct involvement in service delivery through the UN system and government

38. Several related issues are important to Kiribati and Pacific Island countries in general:

- **Economic reform and equity.** Studies and adaptations of practical 'best practices' that combine economic growth with equity, real poverty reduction and environmental protection.
- **Reversing brain drain.** Cooperative regional strategies to retain skilled people and encourage professionals who have emigrated to return to the region.

39. **Summary of Broad Themes for Priority Development Attention in Kiribati.** Based on the CCA analysis, the key development issues discussed above, and deliberations of Kiribati government officials, CSOs and in-country donor representatives in Tarawa in February 2002, the key development issues facing Kiribati have been grouped into the following three broad thematic areas will be the focus of UN assistance under the UNDAF and further refined during the UNDAF preparation:

Theme 1: More Equitable and Sustainable Access to Essential Services and Opportunities;

Theme 2: Governance and Human Rights; and

Theme 3: Dealing Effectively with Economic and Environmental Vulnerability.

## Priority UNDAF Development Goal and Objectives

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

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

41. **UNDAF Objectives and Outcomes.** In seeking to achieve this goal, the UN will respect national sovereignty and aspirations for self-reliance and acknowledges the need for development policies and strategies that take account of Kiribati's social, cultural, political and economic institutions. The three broad UNDAF 'thematic areas' or objectives and desired outcomes are listed below<sup>10</sup> as developed during the February 2002 CCA/UNDAF consultative meeting. Within the five-year timeframe of the UNDAF, it is expected that the UN will make a meaningful and catalytic contribution towards progress in meeting the objectives and outcomes indicated below:

### **Objective 1: Access to Basic Services and Livelihood Opportunities**

Improved and more equitable access to, quality of, and delivery of, essential services and opportunities, including sustainable livelihoods, throughout Kiribati

#### **Outcomes:**

- 1.1 Improved, more equitable and sustainable access to essential services (health, education, food and nutrition, social security, basic water and sanitation facilities, and employment opportunities) between Tarawa and the rest of Kiribati and among the outer islands.
- 1.2 A higher quality of basic services for the people of Kiribati in general and for disadvantaged and vulnerable people including women, youth, the disabled and the aged.
- 1.3 Improved mechanisms and structures for decentralisation and participatory decision-making for outer island access to basic services.
- 1.4 Improved statistical and data management tools for planning, analysis, policy development, implementation and monitoring.

### **Objective 2: Governance and Human Rights**

Improved planning, management, implementation and monitoring of economic and social development policies to improve participation, accountability, consistency, equity and sustainability

#### **Outcomes:**

- 2.1 Improved transparency and accountability within decision-making.

<sup>10</sup> Since the consultative meeting, the UNDAF objectives and the expected results of each have been further developed, reallocated, refined and slightly narrowed in scope to be consistent with UN mandates and projected resources.



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

### **Objective 3: Dealing with Vulnerability**

Improving the ability of Kiribati to deal with economic and environmental vulnerability

#### **Outcomes:**

- 3.1 Improved capacity to address population issues, particularly population growth in South Tarawa and its underlying causes.
- 3.2 Improved understanding of globalisation and economic reform.
- 3.3 Improved capacity to manage pollution of the ground and lagoon, particularly in South Tarawa.
- 3.4 Improved capacity to understand climate change issues
- 3.5 Improved capacity to use and manage Kiribati's marine resources sustainably.

42. The expected contributions of individual UN agencies toward the above Objectives and Results are shown in Annex 4, an indicative Programme Resource Framework for 2003-2007. The annex links each outcome to specific indicators of success, indicative outputs, and where available the anticipated agency financial resources. The Outcome Indicators are consistent with Millennium Development Goal indicators; usually the summary form of Annex 1 but in some cases the full version of MDG indicators.<sup>11</sup>

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<sup>11</sup> Some of these are still under development. See *Reporting on the Millennium Goals at the Country Level* (UNDP, October 2001).

## **5. Cooperation Strategies to Reach UNDAF Objectives**

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

A particular challenge for working in Kiribati (and most Pacific Island Countries) is the weak in-country UN presence. As a consequence, efforts will be made to strengthen the UN capacity. A related issue is that the UN agencies supporting Kiribati do not operate under a single Regional Coordinator's office. Five agencies (UNDP, UNICEF, UNFPA, UNIFEM and ILO) support Kiribati from Suva, Fiji where the UNDP Resident Representative is the Resident Coordinator.<sup>12</sup> UNESCO and FAO are based in Apia, Samoa and work under the Resident Coordinator's office based in Apia. The ESCAP Pacific Operations Centre is based in Port Vila, Vanuatu while other UN agency support is coordinated from their headquarters or from regional offices based outside of the Pacific. Although only WHO and UNICEF are currently resident in Kiribati, the Office of the UN Resident Coordinator seeks opportunities for involvement of other agencies in cooperative approaches with Kiribati. The complexity of these arrangements adds to the burden of coordination and makes day-to-day cooperation problematic

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

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

### **Mutually Reinforcing Activities**

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

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<sup>12</sup> WHO has a national office in Tarawa but also a subregional PIC Office in Fiji.

## Advocacy

47. The UN system enjoys a strong relationship with the Government and its development partners. Activities of the UN system are discussed with Government counterparts to assure consistency with, and support for, national development aspirations. The commitment of successive Governments to a wide range of global development goals has been made clear through policy statements and national development strategies. However, as summarised in the CCA, regional and international commitments are often difficult to realise because of severe resource constraints, competing priorities for budget and human resources and the need to meet a wide range of development challenges simultaneously. As a consequence the commitments made internationally are often set aside, delayed or the status of implementation is not reported on effectively. Kiribati has ratified the Convention on the Rights of the Child (CRC) and drafted its first report on implementation. A national children's committee has provided the impetus for this work with guidance from UNICEF. The UN plans to apply lessons learned from this approach for assisting Kiribati to implement and report on other conventions.

48. Member states of the United Nations have entrusted UN agencies with a strong advocacy role. Accordingly, a key role of the United Nations system in Kiribati over the next five years will be to strengthen local capacity to understand regional and global conventions, support ratification processes, and support means to effectively implement them. The UN will also support efforts to integrate the monitoring and reporting requirements of these commitments with the Government's own planning, budgeting and monitoring mechanisms.

## Strategic Partnerships and Policy Dialogue

49. The UN system works closely with the Government and its external development partners operating in Kiribati. There are challenges for the UN in establishing an ongoing close working relationship with the government and key donors, in part because of the relatively weak UN physical presence in Kiribati.<sup>13</sup> Consideration will be given to establishing a liaison office in Tarawa, with support services shared among a number of UN agencies, during the UNDAF period.

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

51. The Kiribati government administration is severely under-resourced in both skills and finances. The UN system can at most establish a small office for liaison and programme support. A key issue is to design programmes and projects that are sufficiently simple and straightforward that the government and the UN can readily coordinate and administer activities while sufficiently well designed that they can deliver the planned services effectively. Another issue is developing strategic partnerships for the delivery and management of programmes and projects. The possibility of more joint programming and evaluations among UN agencies and with other development partners will be investigated.

## Knowledge Networking and Information Sharing

52. The UN system will provide to the Government and other development partners, policy-relevant information, lessons of experience and examples of innovative practices and policies

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<sup>13</sup> Outside of UN agencies, the Australian and New Zealand governments and Taiwan have missions in Tarawa. There is also a European Community technical adviser.

and implementation aspects. Where possible, it will participate in joint feasibility and design missions to promote information exchange across agencies and offer unified solutions to development challenges. An important element of this approach will be promoting cross-sectoral linkages and considering broader cross-cutting issues such as gender, HIV/AIDS and cost-effective information, education and communications approaches when designing interventions. This is critical as the Government development focus remains strongly based on the sectoral approach.

### **Capacity Building**

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

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

55. The UN will consider Human Resources Development assistance that is more appropriate for a small country like Kiribati and work with Kiribati on building the internal capacity to more effectively absorb its people who are better trained. UN training, both within and outside Kiribati, will address priority needs for skill development, work toward an appropriate distribution of skills within the country, and work toward increased access to skilled people who provide government services.

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

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

57. The goals, objectives and strategies of the UNDAF will be regularly monitored, evaluated and reviewed. The UNDAF review process will include the development of annual UNDAF work plans, which will form the basis for monitoring and reporting by the Office of the UN Resident Coordinator. This will include progress toward implementing specific programmes within UNDAF and also progress of Kiribati toward the MDG goals. The assessment of progress in meeting UNDAF goals and objectives will enhance the accountability of the UN agencies and provide opportunities for joint review and consultation. An annual work planning process will also be an opportunity to reassess UNDAF strategies and will be supported by inter-agency results-based monitoring and evaluation involving:

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

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

59. The country-specific MDGs for Kiribati (see Annex 1) will be finalised along with baseline data and targets during 2003. The first national Millennium Development Goals Report (MDG Report) will also be produced in 2003. Subsequent MDG Reports will be timed to coincide with the UNDAF Mid-Term Review (MTR) process and an end of cycle evaluation of the UNDAF. UN Agencies, Government, civil society representatives and donor partners will be fully involved in the MTR and end of cycle evaluation. The reviews will assess progress, identify bottlenecks and revisit the UNDAF focus and strategy in light of the evolving country situation as well as regional and global developments. Timing is summarised in Table 1.

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

## **7. Programme Resources and Framework**

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

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

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

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

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

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

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

Organisation	Objectives of UNDAF			Total Resources
	1) Basic Services	2) Governance and Human Rights	3) Vulnerability	
UNDP	900	278	203	1381
UNFPA				-
UNICEF				-
UNIFEM				-
WHO	1,675			1,675
ILO				-
Other Specialised Agencies				-
Other				-
Total				

63. Annex 3 indicates the magnitude of development assistance Kiribati received in 2000, €23.5 million (about US\$21 million) allocated as follows: Reform & Governance €2.6m, Human Resources Development €8.2m, Infrastructure €6.1m, and Sectoral Strategies €6.6m. Only aggregated data for each area have been provided; specific contributions from the UN system and individual donors were unavailable.

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

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

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

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

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

Global Goals	Kiribati Goals and Comments	Will the Target or Goal be Met in Kiribati?			State of the Kiribati Supportive Environment			
		Probably	Potentially	Unlikely	Strong	Fair	Weak but Improving	Weak
<b>Extreme Poverty.</b> Halve the proportion of people living in extreme poverty (or below the national poverty line).	<b>Relative Poverty.</b> Replace 'Extreme Poverty' with 'Relative Poverty' or 'Poverty of Opportunity' <i>Comment:</i> Extreme poverty is quite rare in Kiribati	For a summary of status, columns 3 & would include a simple check ✓ under the appropriate indicator above.  There will be a brief supporting commentary similar to that in the Kiribati CCA.						
<b>HIV/AIDS.</b> Halt and begin to reverse the spread of HIV/AIDS and malaria	Delete 'malaria' (which does not occur in Kiribati) but add hepatitis A & B.							
<b>Hunger.</b> Halve the proportion of under-weight among under- 5 year olds.	<b>Malnutrition.</b> Replace 'hunger' with 'malnutrition' and 'underweight' with 'malnourished' Possibly extend to entire population.							
<b>Basic Amenities.</b> Halve the proportion of people without access to safe drinking water.	No change							
<b>Universal Primary Education.</b> Achieve universal completion of primary education.	No changes expected but possibly extend to junior secondary school.							
<b>Gender Equality.</b> Achieve equal access for boys and girls to primary & secondary school by 2005.	No change							
<b>Maternal Health.</b> Reduce maternal mortality ratios by three-quarters.	Change to 'Reduce maternal mortality and morbidity' <i>Comment:</i> see note below							
<b>Child Mortality.</b> Reduce under-five mortality rates by 2/3.	No change							
<b>Environmental Sustainability.</b> Reverse the loss of environmental resources.	No change							
<b>New Goals?</b>	<b>Youth.</b> Possibly a new goal addressing youth issues. Precise goals (reducing youth unemployment etc.) and indicators to be developed.  <b>Population.</b> Possibly a new goal of reducing population growth of South Tarawa including reduced migration from outer islands. Precise goal and targets to be developed.							

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



## Annex 1b) Indicators of Development for Kiribati

Considerable data exist to indicate development progress in Kiribati but some key indicators vary widely depending on the source cited. Often reports do not cite primary sources or are ambiguous. This annex summarises the indicators and indicate some inconsistencies which tend to reduce the ability to analyse issues, judge trends accurately, monitor progress, etc. The lack of reliable, consistent and timely data and time-series is common in all sectors throughout the smaller Pacific Island Countries.

Indicator	Overall	Male	Female	Comments and Differing Data
<b>Population:</b>				
Population (report of, Nov. 2000 Census <sup>1</sup> )	84,494	41,646	42,848	
Population growth (1995-2000; %/year), census <sup>1</sup>	1.69%	1.58%	1.79%	Urban (S Tarawa) = + 5.17 %/year; rural = - 0.63 %/year;
<b>Mortality:</b>				
Life expectancy at birth (1995; years) <sup>2</sup>	60.2	58.5	64.7	World Bank <sup>6</sup> estimated overall 59.4 (1995) and 61.4 (1999) improved from 48 (male) and 50 (female) in 1975 <sup>12</sup> but primary sources not stated. * is interpolated; it is not actually reported in 2000 census report;
(2000; years) <sup>8</sup>	?	60.4	64.5	
(2000, census) <sup>1</sup>	62.8 *	58.2	67.3	
Maternal mortality ratio ( <i>but see note * below</i> )			53 <sup>7,13</sup> - 56 <sup>13</sup>	UNICEF <sup>14</sup> & ADB <sup>11</sup> indicate 225 (1988)
Infant mortality rate (per 1000 live births, 1995) <sup>2, 13</sup>	62, 54 <sup>18</sup>	67.5	56.3	UNFPA <sup>13</sup> est. 2nd highest in PICs after PNG. WB <sup>4</sup> est. 56 & UNICEF <sup>14</sup> 67
(census, 2000) <sup>1</sup>	43	-	-	
Child mortality rate (1995) <sup>2, 13, 14</sup>	24	27.8	20.8	WB <sup>6</sup> est. 72, UNCTD <sup>15</sup> 74 & UNICEF <sup>14</sup> 88 (for infant + under 5 mortality)
<b>Economic:</b>				
GDP per capita in Australian \$ (2000; prelim) <sup>3</sup>	804			Some GDP/GNP data do not clearly distinguish between 'current' or 'nominal' dollars and 'real' dollars for market prices of a specified year.
Aus\$ (1999; prelim) <sup>3</sup>	860			
Aus\$ (1998) <sup>17, 3</sup>	718 <sup>17</sup> , 844 <sup>3</sup>			
GNP per capita in Australian \$ (2000; prelim) <sup>3</sup>	1473			This is 62% <sup>10</sup> of 1991-92 aid of US\$311. SPC shows A\$154 (1995)
Aus\$ (1999; prelim) <sup>3</sup>	1653			
Aus\$ (1998)	1723			
Aid per capita (US\$; 1997-98) <sup>10</sup> but 'aid' undefined	US\$194	-	-	UNFPA <sup>13</sup> shows 81 in 1985 & 87 in 1995, i.e. population is getting younger
Dependency ratio, 2000 (pop [(0-14)+[65+]]/[15-64]) <sup>17</sup>	85	-	-	
<b>Services:</b>				
Access to safe drinking water (% , 1995)	47 <sup>4</sup> - 76 <sup>14</sup>	-	-	Safe water: WB <sup>4</sup> est. urban 82% & rural 25% in 1995; UNICEF <sup>7</sup> urban 82% & rural 25% in 1999; and UNCTAD <sup>15</sup> urban 70% & rural 80% in 1998.
Access to sanitation (% , 1995)	46 <sup>2</sup> , 48 <sup>7</sup>	-	-	Source 2: urban 45%; rural 53% in 1990; Overall decline from 63% in 1980; Source 7: urban 54%; rural 44% in 1999
Access to health services (% , 1995)	95 <sup>2</sup> - 100 <sup>14</sup>	-	-	But 22 of 23 doctors are reportedly based in South Tarawa. <sup>11</sup> There is 100% basic service with 84 health 'delivery service points'
(% , 2000) <sup>21</sup>	100			
Phone lines per 1000 people	26 <sup>16</sup> , 42.6 <sup>6</sup>			ILO data <sup>16</sup> for 1995; WB <sup>6</sup> for 1998, an unlikely 18%/yr growth rate.
<b>Development &amp; health:</b>				
Adult literacy (1998) <sup>5</sup>	93%	94%	91%	More-or-less unchanged since early 1980s
Underweight children (% under 5 years; 1990s)	9 <sup>14</sup> , 13 <sup>20</sup>	-	-	Down from 15 in 1980s <sup>14</sup> ; UNICEF <sup>20</sup> estimates 11% moderate-to-severe wasting and 28% moderate-to-severe stunting.
HIV / AIDS cases (End of 2000) <sup>13</sup>	36	25	11	17 deaths <sup>13</sup> by end of 2000; HIV/AIDS cases up from 2 in 1991 <sup>13</sup> , 36 end of 2000 <sup>13, 19</sup> and 38 by Sept. 2001
(Late 2001) <sup>22</sup>	38	27	11	
Hepatitis B, carrier rates (year unspecified) <sup>7</sup>	20-25%	-	-	Improved considerably from 1999 coverage which varied widely from 48.7% (SW Kiribati) to 89.3% (Tarawa, Banaba). <sup>18</sup>
Immunisation (DPT3 coverage, 2000) <sup>7</sup>	90%	-	-	
Human Development Index (1998) <sup>5</sup>	0.515	0.493	0.517	Higher is better (Kiribati is 11 <sup>th</sup> of 14 PICs ranked)
Human Poverty Index (1998) <sup>5</sup>	12.7	13.7	11.8	Higher is worse (Kiribati is 10 <sup>th</sup> of 15 PICs ranked)
<b>Gender:</b>				
Members of House of Assembly (2001) <sup>9</sup>	41	39	2	37 <sup>th</sup> of 49 Commonwealth members for women MPs (but best of 7 PICs)
Labour force (% of total) <sup>14</sup>	100%	52%	48%	SPC <sup>17</sup> indicates females were 54% of labour force in 1990
paid employment (Census, 2000) <sup>1</sup>		63%	37%	
Legislators & senior officials (% , 2000) <sup>1</sup>	100%	73%	27%	ADB est. administrators & managers as 96% male & 4% female in 1990s <sup>11</sup>
Total fertility rate (2000 census) <sup>21</sup>	-	-	4.3	UNICEF estimated 4.5 in 1995 <sup>7, 14</sup> ; WHO <sup>8</sup> estimated 4.6 in 2000

Sources: 1) 2000 Census Report, Kiribati Govt., 2001; 2) Dept. of Statistics, Kiribati Govt. & WHO, 1995; 3) Key Indicators, ADB, 2001; 4) Kiribati at a Glance, WB, 2001; 5) Pacific HDR, UNDP 1999; 6) Kiribati Data Profile, WB, 2000; 7) Pacific Island Country Profile, UNICEF, 2001; 8) World Health Report, WHO, 2001; 9) Pacific News Bulletin, PCR, Oct. 2000; 10) Small States, Commonwealth Secretariat/WB, 2000; 11) Poverty Discussion Papers: Kiribati, ADB, 2001; 12) Kiribati National Development Strategy 2000-2003, Kiribati Govt., 2000; 13) Kiribati Country Brief, UNFPA, 2001; 14) State of Pacific Children, UNICEF, draft of June 2001; 15) Statistical Profile of LDCs, UNCTAD, 2001; 16) World Employment Report 2001, ILO, 2001; 17) Statistics on PICs (Excel spreadsheets downloaded Oct. 2001), SPC, 2001; 18) Situation Analysis of Children, Women & Youth in Kiribati (UNICEF, draft, June 2001); 19) 2000 Annual Report of WHO Kiribati Representative (WHO, 2001); 20) UNICEF Statistics: Oceania (updated 26 Dec. 2000); 21) Kiribati Ministry of Health Report, 2001; 22) Official HIV & AIDS Report, Kiribati Govt., 5 Sept 2001

Note: \* An informal UNFPA note of January 2002 indicates that absolute numbers of maternal deaths (ranging from 0 - 5 per year over past decade) are too small to show meaningful trends. A moving 3-year average suggests a downward trend over the period 1992-1998.

This page has been extracted from the Kiribati Common Country Assessment (Office of the UN Resident Coordinator, Suva, Fiji; February 2002)

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

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

### Overall UN Programme Design and Priorities:

- **Mutually reinforcing activities.** Where the UN system builds on successful past activities, and develops an integrated and mutually reinforcing set of interventions, the new interventions are likely to be more successful. Although this is a common-sense conclusion, it is particularly important for a small country like Kiribati with limited capacity to manage development assistance. *Lesson learned: build on past UN successes.*
- **Need to focus on fewer, better-defined priorities.** Following from the above lesson, given the UN system's limited financial and technical resources, it cannot expect to effectively address all 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 face the greatest need — and allocate resources accordingly where the impact is expected to be significant.*
- **Reducing complexity of programme and project design.** Some project and programme designs have been far too complicated. They are difficult for the agencies to manage and even more difficult for Kiribati to manage for various reasons including limited staff and the division of implementation and reporting among a number of ministries. Inter-Ministry collaboration has been poor. Some programmes and activities still lack clear priorities or measurable outputs. *Lesson learned: programmes and projects 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/NGO) with overall responsibility. The outputs expected should be prioritised, transparent, clear and measurable.*
- **Improving local ownership of UN programmes and projects.** Some UN agency activities lack national ownership, which reduces their effectiveness. *Lesson learned: Programme/project design should include broad participation among government, civil society and donor partners and a transparent development process.*
- **Need to apply lessons from outside the region.** The UN system has a vast reservoir of knowledge and experience from outside the Pacific but does not always use it effectively in Kiribati or other PICs. There is a valuable experience from elsewhere, for example on

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\* These documents are: *Mid-Term Review of the UNICEF Pacific Programme for 1997-2001* (UNICEF Pacific, 1999); *Mid-Term Review of the UNDP Pacific Regional Programme for 1999-2001* (UNDP, Suva, Fiji Jan. 2000); *Country Assessment Report: Kiribati Country Cooperation Framework for 1997-2001* (UNDP, Suva, Fiji; July 2000); *Kiribati Country Brief* (UNFPA, Suva, Fiji, May 2001); *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 Held with Government, NGO and Donor Partners at the Parliamentary Complex, Tarawa, Kiribati, 6-7 February 2002* (UNDP, Suva, Fiji; February 2002); and *A Review of the UNFPA Programme of Assistance to the Pacific Island Countries 1998-2002* (UNFPA, Suva, Fiji, March 2002).

dealing pro-actively with HIV confidentiality in small countries, which need not be relearned in Kiribati or other PICs. 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.*

- **Difficulty of serving remote, rural populations.** The population of Kiribati is spread over an immense ocean area with relatively poor services of all kinds for those living in outer islands. Financial constraints (UN agency and government) and poor transport / communications often result in a concentration of UN efforts in Tarawa but inadequate delivery to remote islands and those living in remote areas are often denied training. The rapid rate of recent migration from most islands to the capital, Tarawa, makes it even more urgent to deal effectively with service delivery to rural areas. *Lessons learned: Despite past efforts, the capital vs. outer island gaps appear to be widening. Strengthening service delivery to outer islands needs to be an explicitly higher priority for the UN system overall.*
- **Value of linking with regional organisations.** Working closely and collaboratively with regional organisations increase UN system effectiveness through pooled expertise and making better use of scarce resources. *Lesson learned: UN agencies should more seriously consider options for working with these organisations.*

#### **Programme Management:**

- **Desirability of an in-country UN presence.** Most UN agencies have no permanent in-country Kiribati presence. Most agencies service Kiribati from Fiji although several are based in Samoa or elsewhere. Follow-up of activities, collection of data and information, support for visiting staff and consultants, project reporting, financial accountability and reviews are expensive, time-consuming, and sometimes less effective than planned, partly as a result of management from afar. *Lesson learned: UN agency programmes and projects could be considerably more effective if a multi-agency in-country office were to be established, serving a number of agencies with operating expenses shared among them.*
- **Inadequate 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 I-Kiribati of logframe and results-based management approaches, regular reviews and in-country monitoring, and standard reporting formats among the UN (and other) agencies. *Lesson learned: More effective mechanisms are required, some of which would be easier to implement with an in-country agency presence.*
- **Inadequate Country Programme financial resources.** For some agencies, the financial allocation available for activities in specific PICs including Kiribati is insufficient for effective intervention or is even non-existent. 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 financial management of UN projects.** Within Kiribati, there is a very limited number of 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.*

- **Improving access to information about UN services.** There has only been a single visit of the UN Country Team as a group to Kiribati and this resulted in better understanding of the UN system overall and the relationships among agencies. *Lesson learned: More such visits would help Kiribati understand the UN system and its many agencies*
- **Using CSOs more effectively.** Despite the presence of CSOs in remote islands where government services tend to be limited, only a few UN projects are implemented through CSOs or use them to identify issues (nationally or locally), develop policies or report on progress. In part this is because of weak financial accountability even where service delivery may be adequate. UN, government and CSO cooperation can improve the likelihood of sustainability of UN efforts. *Lesson learned: In general, CSOs are unlikely to be effective for supporting or delivering UN activities in Kiribati on a larger scale unless there is support to strengthen their accountability and general management, done in a way which does not overwhelm them.*
- **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, Kiribati and the Solomon Islands differ substantially as do effective approaches to address the problems. *Lesson learned: Agency PIC country offices need to regularly explain the issues faced by the region and by individual PICs such as Kiribati or risk a lessening of HQ support.*
- **Some UN initiatives lack high level support.** A number of UN initiatives (such as some involving HIV/AIDS, adolescent reproductive health, gender, smoking) require support from the highest levels of government to give them legitimacy. *Lesson learned: Seeking, and obtaining, support at the highest levels is worth the considerable effort often involved. Some worthwhile activities that lack high-level support, or indeed are opposed, may not be worth pursuing.*
- **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.*

#### **Advocacy and Communications:**

- **Importance and limitations of awareness building efforts.** Awareness has generally increased throughout the PICs including Kiribati on the importance of micro-nutrients for children, the importance of breast-feeding, the risks of rapid-expansion of HIV/AIDS, the importance of early childhood education, links between health and sanitation / water quality, lifestyles associated with diabetes and other non-communicable diseases, the dangers of smoking, etc. However, this awareness does not necessarily lead to measurable improvements in the short-term. *Lesson learned: For UN programmes and projects, awareness raising efforts should continue for extended periods and be followed-up with additional practical activities.*
- **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.*
- **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.*

### **Data and Information:**

- **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, analyse and effectively use data / information for a wide variety of purposes nationally and with regional organisations and UN agencies that serve Kiribati.*

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

- **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 adequately benefited them. *Lesson learned: UN programmes and projects must be more pro-active in assuring that the planned beneficiaries do in fact benefit.*
- **Inadequate attention to population and development.** The relatively rapid population growth, young age structure, and growing concentration of people, services and environmental deterioration in crowded South Tarawa suggest inadequate past attention to population and development issues. *Lesson learned: More research and resources need to be devoted to this area to improve the government's understanding of issues and the capacity to deal more effectively with them.*
- **Addressing gender issues.** It has been difficult to get key government agencies and men involved in gender issues including reproductive health, equal educational attainment, equal access to good employment, etc. *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.*
- **Male and female education.** Although female enrolment rates in primary and secondary school are approaching, or equalling, those of males, there is still a higher female dropout rate. *Lesson learned: UN activities should consistently work to improve attitudes of gender equality in schools and elsewhere.*
- **Addressing child and youth issues.** Acknowledgement of, and interest in, child protection issues (child abuse, international adoptions, juvenile justice, child rights, child labour, 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.*

- **Support for small business development.** Partly through UN initiatives, there has been a substantial growth in small outer islands business development but resources have been insufficient to meet demands for advisory services, training and microfinance. Although outer island private sector development is a key national objective, a credit gap severely restricts small business development. *Lesson learned: Village banks and other vehicles for outer island development need additional resources for training, management and microfinance if the urban/rural gaps are to be reduced and substantial employment created.*
- **More effective mainstreaming.** There have long been efforts to ‘mainstream’ UN activities in the Pacific. Long terms effects are likely to be more effective when UN support (gender reform, environmental protection, reproductive health, vaccine programmes, etc.) includes working closely with public sector reform programmes and helping incorporate funding in the annual government budgeting process. *Lesson learned: Effective mainstreaming requires close cooperation with the agencies which are involved in real decision making and national budget allocations.,*
- **Improving training materials.** Training materials for Kiribati and other PICs developed in a participatory manner with local people are generally more effective and generate more local ownership. *Lesson learned: Develop HRD / training materials with local people, not for them.*

### Annex 3: Status of Development Cooperation in Kiribati

Donors Matrix – Kiribati: Activities of the Main Development Process Partners in 2000 & 2001					
STAKEHOLDERS ACTIVE IN THE SECTOR			Specific Areas of Donor Assistance	Estimated Value (A\$ millions)	
Multilateral and Bilateral donors	Private Sector	Civil Society		2000	2001
ADB & Germany			Capacity Building	1.13	
UNDP		NGOs	Good Governance and Human Rights	0.175	
AusAID, ADB			Public Sector Reform	0.25	
ADB		NGOs	Macro Economic Stability	0.45	
AusAID, NZODA, Forum, UNDP		NGOs	Law & Order, Justice system	0.28	
AusAID, NZODA, GoK, WB, UNDP	Local banks		Financial System	0.30	
<b>Reform &amp; Governance Total:</b>				<b>2.585</b>	
AusAID, NZODA, GoK, Canada, USA, FFA, UNDP, UNESCO, EU		Churches, NGOs	Human Resources and Education	5.70	
AusAID, NZODA, UNICEF, WHO, UNFPA, China, GoK		Churches, NGOs	Health	0.40	
WHO, GoK		Churches, NGOs	HIV/AIDS population	0.25	
NZODA, UK, China, SPREP		NGOs	Gender & Equity, Youth	1.90	
<b>Human Resources Total:</b>				<b>8.25</b>	
AusAID, GoK, ADB	PUB, KHC	NGOs	Water & Sewerage	3.78	
JICA, EU	SEC & PUB *	Island Councils, NGOs	Energy	0.99	
JICA, NZODA, EU, Canada, ADB, GoK		NGOs	Road, Transport and Communication	0.87	
USA, GoK, Canada, SPC, SPREP, EU, Japan, UNDP		NGOs	Environmental Protection	0.48	
<b>Infrastructure &amp; Physical Development Total:</b>				<b>6.12</b>	
NZODA, GoK, EU		NGOs	Agriculture	0.45	
NZODA, GoK, Canada, Japan, ADB, UNDP	Kiribati Chamber of Commerce		Private Sector	0.38	
AusAID, NZODA, GoK, Canada, Forum, FFA		NGOs	Industrialisation	0.50	
GoK	Local hotels	NGOs	Tourism	0.14	
NZODA, AusAID, GoK, Japan, France, EU		NGOs	Infrastructure	5.08	
<b>Specific Sectoral Strategies:</b>				<b>6.55</b>	
<b>Grand Total in millions of Euros</b>				<b>23.5</b>	

Notes 1) 2000 data from *Country Strategy & National Indicative Programme: 2002-2007* (European Community, 2001)

2) \* SEC =Solar Energy Company; PUB = Public Utilities Board

#### Annex 4: Indicative Programme Resource Framework for Kiribati (2003-2007)

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

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

UNDAF GOAL: <i>Support Kiribati's national development strategies for achieving equitable and sustainable human development; reducing relative poverty; making decision-making transparent and accountable; and managing the country's natural resources in a sustainable manner</i>				
Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
<b>Objective 1: Access to Basic Services and Livelihood Opportunities.</b> Improved and more equitable access to, quality of, and delivery of, essential services and opportunities, including sustainable livelihoods, throughout Kiribati				
1.1 Improved, <i>more equitable</i> and sustainable access to essential services (health, education, food and nutrition, social security, basic water and sanitation facilities, and employment opportunities) between Tarawa and the rest of Kiribati and among the outer islands	<b>General</b>			
	% of population by island group with access to basic public sector services increases: basic health services, primary and secondary education, employment opportunities, social security, potable water, sanitation).	Overall improvement in all island groups in access to basic essential services	All agencies	
	<b>Communicable diseases</b>			
	Increased vaccination percentage for children (DPT3, others) and mothers (TT2) in all island groups. No incidence of vaccine-preventable diseases	National policy and plans implemented for full vaccination of all children and mothers	WHO UNICEF	
	Reduced morbidity and mortality from TB throughout the country; Increased percentage of population with access to DOTS	Traditional TB control programme strengthened through development of strategies to improve DOTS; Development of national diabetes strategy.	WHO	
	Reduced infant and child morbidity caused by diarrhoea; pneumonia; dengue and other communicable diseases	More equitable distribution of facilities, equipment, supplies and staffing for health centres within all island groups of Kiribati	UNICEF WHO	
<b>Noncommunicable diseases</b>				
Reduced morbidity and mortality from non-communicable diseases (diabetes) throughout the country	Development of national diabetes strategy.	WHO		



Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
1.1 continued: Improved, <i>more equitable</i> and sustainable access, etc.	<b>Nutrition</b>			
	All children under 4 months old exclusively breastfed. All children aged 6 months -6 years receive vitamin A capsules. Child nutrition monitoring system in place and functioning.	National child nutrition programme developed and implemented by GoK in cooperation with CSOs	UNICEF WHO	
	Safe food legislation enacted by Parliament. Drop in confirmed cases of illness related to unsafe food	Development and implementation of food safety legislation and regular inspections	WHO	
	<b>Reproductive Health / Maternal Health</b>			
	Higher percentage of outer island populations practising family planning; better outer island maternal health statistics.	Access to basic reproductive health services (family planning services; maternal health care) within all island groups of Kiribati Strengthen national capacity for research into reproductive health & population-related areas	UNFPA WHO	
	<b>HIV/AIDS</b>			
	Decline in STIs as indicated by future HIV/AIDS cases Elimination of discrimination against workers and others with HIV/AIDS	Updating and implementing national HIV/AIDS strategy Support for policies, legislation, education & awareness to eliminate discrimination in workplace for workers with HIV/AIDS	UNICEF WHO, ILO UNDP UNFPA	
	<b>A Healthy Environment</b>			
	Improved quality of health service personnel (in terms of skills, experience) in all island groups	Programme of ongoing training / HRD of health personnel (Tarawa, outer islands & overseas) appropriate to needs of Kiribati health system	WHO UNICEF UNFPA	
	Increase in percentage of population with access to safe water systems and sanitation in outer islands Increase in numbers of outer islanders trained in maintenance of water and sanitation system	National water / sanitation standards developed National programme on rural hygiene and sanitation safe drinking water in villages through active community and NGO participation.	WHO	
<b>Children and Youth</b>				
Integrated early childhood development initiatives underway within the 3 island groups	National integrated early childhood development plans prepared and model community-based childhood initiatives ongoing in three island groups	UNICEF		
95% of all boys and 95% of all girls complete primary school education by 2007	GoK policy of universal primary school completion (not just enrolment)	UNICEF UNESCO		

Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
1.1 continued:  Improved, <i>more equitable</i> and sustainable access, etc.	<b>Livelihoods and Poverty</b>			
	Increased numbers of paid jobs in outer islands; and increased income and earning opportunities from livelihoods in outer islands (in both cases growing faster than outer island populations)	Development and implementation of practical mechanisms for both cash employment creation and sustainable livelihood creation away from South Tarawa. Technical cooperation to improve knowledge, skills and employability through small enterprise development, cooperatives and more (and better) jobs for women Development of Youth Employment Policy Framework	UNDP ILO FAO	
	Drop in child labour; decrease in gap in wages and benefits of permanent civil servants and others	Improved & more equitable working conditions through compliance (in legislation and practice) with fundamental & other relevant international labour standards (i.e. child labour, women workers' rights, family responsibilities, etc.) Study on extent and types of child labour (per conventions 138 & 182) & policies & strategies to eliminate worst forms of child labour.	ILO	
	Increased numbers of jobs outside of public service and SOEs	Development of small enterprise programmes	ILO, UNDP	
	Decrease in relative poverty of outer island people. Improved efficiency of social protection through KPF. Decrease in the income gap between South Tarawa residents and all others	Development of practical national and rural social security mechanisms (and their implementation)	ILO UNDP	
	Increased numbers of small-scale rural businesses established by those with no previous access to capital or productive resources	Improved microfinance access, training and business facilitation services for rural islanders.	UNDP	
	Expansion of private sector output as percentage of GDP	Strengthening of business development advisory services	UNDP	
Increase in productivity and income from innovative uses of natural resources through better application of knowledge, science and appropriate technologies	Programmes developed for practical research and applications of science and technology for sustainable livelihoods	FAO UNDP UNESCO		

Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
<p>1.2 <i>A higher quality</i> of basic services for the people of Kiribati in general and for disadvantaged and vulnerable people including women, youth, the disabled &amp; the aged</p> <p><i>(Note that there is some overlap between Outcome 1.1 and Outcome 1.2)</i></p>	<b>General</b>			
	Increased expenditure (absolute or %) in social services budget (health, education, welfare) is allocated to outer islands	Social services analyses, plans, policies and budgets prepared with support from UN agencies	All agencies	
	Increased delivery of social services to the disadvantaged through CSOs.	Development of national policy for provision of social services through CSOs	UNFPA UNDP UNICEF	
	<b>Communicable diseases</b>			
	Reduced infant and child mortality caused by diarrhoea; pneumonia; dengue and other communicable diseases	Improved facilities, equipment, supplies and staffing for rural health centres within all island groups of Kiribati	WHO UNFPA UNICEF	
	Reduce childhood morbidity and mortality associated with diarrhoeal diseases, respiratory infection and vaccine-preventable diseases in all islands	Strengthened capacity of health workers on prevention and management of childhood illnesses, and improved equipment and supplies for health facilities  Improved family and community practices through integrated management of childhood illnesses	UNICEF	
	<b>Reproductive Health / Maternal Health</b>			
	Reduced maternal morbidity and mortality and neonatal deaths (the last two measured by 3-5 year moving averages)	Improved facilities, equipment, supplies and staffing for rural health centres within all island groups of Kiribati  All TBAs trained in safe birthing practices	WHO UNFPA UNICEF	
	<b>Sexually transmitted infections</b>			
	Decline in adolescent STI cases	STI/HIV/AIDS services and reproductive health services established specifically for adolescents	UNICEF, WHO, UNDP, UNFPA	
<b>A Healthy Environment</b>				
Improved low-cost medical services provision	Studies on effectiveness of traditional medicines & healing systems	WHO		

Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
1.2 continued: <i>A higher quality</i> of basic services	<b>Children and Youth</b>			
	Increased participation of youth in decision-making at all levels; decline in violence by and against youth Less teen pregnancy, drug abuse, suicide and HIV/AIDS among youth	Development of youth life skills and training; Development of active youth networks	UNICEF	
	Improved services for adolescents resulting in less pregnancies (and SDIs)	Strengthened counselling services for youth; development of sexuality curricula materials for primary school level	UNFPA	
	Increased ability of NGOs and parents to influence GoK, churches and others on policies for children and youth	Strengthened capacity of national committee on children	UNICEF	
	<b>Livelihoods and Poverty</b>			
	Increased numbers of small-scale businesses (rural and urban) established by women	Improved microfinance access, training and business advisory services for women Study on informal sector development, emphasising income generation for disadvantaged groups (including women)	UNIFEM UNDP ILO	
	Improved policies for welfare of the aged	Policy studies on population and health issues related to the aged	UNFPA	
	Specific allocation of GoK resources (staff, funds) to activities in support of disabled Vocational rehabilitation underway for disabled men and women	Development of national policies for welfare of the disabled Assessment of, and response to, vocational rehabilitation needs of disabled men and women.	UNICEF ILO	
Improvement of living conditions and employment conditions of migrant I-Kiribati seafarers working on foreign vessels	Studies and policies to improve international working conditions of seafarers and port and dockworkers Development of technical cooperation project for welfare of seafarers and dockworkers	ILO		

Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
1.3 Improved mechanisms and structures for decentralisation and participatory decision-making for outer island access to basic services	<b>General</b>			
	Informed dialogue within Kiribati on practical options for decentralisation. Increased powers at island level over financial allocations	Study of appropriate, affordable and practical decentralisation options for Kiribati	UNDP	
	<b>Gender</b>			
	Increased participation of women in island council deliberations; Increased awareness by men and women of gender issues	Development of strategies for gender reform at island level Support for island workshops / meetings	UNIFEM	
	<b>A Healthy Environment</b>			
	Informed discussions at island councils on health issues and options	Radio programmes and health education through the media. Training in health education at island level	WHO UNICEF	
1.4 Improved statistical and data management tools for planning, analysis, policy development, implementation and monitoring	More accurate data and information used for planning and policy formulation	Better information on micro-nutrient needs of children through research	UNICEF	
		Support for locally-based PME and ChildInfo – DevInfo databases	UNICEF	
		Support for better data on population issues and its analysis	UNFPA	
	Establishment of an effective surveillance system and reporting of accurate data of non-communicable diseases	Support for improved health information system. Functioning surveillance system which identifies notifiable disease	WHO	
	More accurate data and information for a Kiribati HDR or Kiribati materials in regional HDR. More accurate data through implementation of a Labour Market Information System	Support & studies to generate more data and information for Human Development Report, particularly related to relative poverty & inequality	UNDP ILO	
	Standardised reporting procedures for UN and donor programmes and projects	An agreed standard reporting mechanism on programmes and projects	UNDP UNFPA UNICEF	

Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
<p><b>Objective 2: Governance and Human Rights.</b> Improved planning, management, implementation and monitoring of economic and social development policies to improve participation, accountability, consistency, equity and sustainability</p> <p>2.1 Improved transparency and accountability within decision-making</p>	<p>Capacity for design, management and coordination of development assistance programmes and projects within both government and civil society</p> <p>Improved capacity of public officers to understand and perform their legal responsibilities</p> <p>Capacity of the elected representatives and civil service to adhere to good governance principles</p> <p>Acceptance of codes of conduct (or implementation of best practices) for Parliamentarians, Cabinet Ministers, Directors of SOEs, public servants, etc.</p> <p>Creation and adequate financing of an Ombudsman's Office</p> <p>Increased opportunities for human rights education and civic education. Improved capacity of civil society to participate in decision-making and law making processes</p>	<p>Training in accountability and management</p> <p>Support for wide range of advocacy, education, studies, workshops, media releases, legislation, and advice on public sector governance</p> <p>Sensitisation (by respective agencies) of Parliamentarians on reproductive health, gender, women's rights, population, child rights, HIV/AIDS, labour standards, worker's rights, industrial relations, etc.</p> <p>Support for arms-length public procurement procedures and tendering processes</p> <p>Advocacy for rights of children, women, disadvantaged, workers, etc.</p> <p>Child protection studies</p>	<p>UNIFEM UNFPA UNDP ILO UNICEF</p>	
<p>2.2 Wider dialogue and participation in decision-making (by geographical location within Kiribati, by gender, by government / NGO affiliation, employers / unions, etc.).</p>	<p>Improved understanding by policy makers and civil society of gender roles and relations</p> <p>Community participation in national policy development processes, including real participation of women and youth</p> <p>Opportunities created for children and youth to have a voice in decisions which affect them</p> <p>Improved understanding of reproductive rights, children's rights and women's equality as human rights</p> <p>Regular dialogue between GoK, employers &amp; workers</p> <p>Increased CSO participation in policies, decision-making and service delivery</p>	<p>Development of more facilitating environment and training for women's political empowerment and participation.</p> <p>Good governance and human rights materials integrated into education curricula.</p> <p>Support for improved information and communications for understanding of human rights</p> <p>Human rights training for police, health workers, prison officers, etc.</p> <p>Establishment of practical Tripartite mechanisms</p> <p>Improved mechanisms for direct support to CSOs</p> <p>Placement of legal rights officers within key CSOs</p> <p>CSOs strengthening in management and financial accountability</p>	<p>UNIFEM UNDP UNFPA ILO UNICEF</p>	

Intended Outcome of Objective	Indicator of Success for the Outcome	Indicative Outputs	Agency	Resources (US\$ '000)
2.3 Ratification and more effective follow-up by Kiribati of key conventions and conferences, the MDGs and national reporting on progress	Ratification or accession to (and, where necessary, development of supportive legislation) key UN conventions and treaties (indicated to the left)	Advocacy and support to Kiribati for ratification of CEDAW, Declaration on Fundamental Principles on Rights at Work (and other relevant international labour standards), Climate Change Convention, Biodiversity Convention, etc. Support for national committees or coordinating bodies for ratification or accession.  Translations of key conventions and treaties and their summaries into reader-friendly versions into the I-Kiribati language	UNIFEM ILO UNICEF UNDP	
	Better implementation and reporting on UN conventions and treaties  Compliance and feedback mechanisms in place	Building capacity of a children's desk in office of Ombudsman  Support to Kiribati for effective follow-up for ICPD PoA, CRC, CEDAW, ILO Declaration, human rights treaties, Climate Change Convention, Biodiversity Convention etc.  Support legislative reviews for compatibility with international human rights (and other) treaties  Support for national committees or coordinating bodies for effective follow-up	UNIFEM ILO UNICEF UNFPA UNDP	
	National estimates of poverty regularly updated and disaggregated by gender and region; participatory poverty assessment & surveys carried out regularly by Government for monitoring anti-poverty policies & programmes	Report on the nature of relative poverty and the disadvantaged in Kiribati  Support for VOICENET programme for measuring insecurity indicators	UNDP UNIFEM ILO	
2.4 Improved statistical and data management tools for monitoring and measuring progress in achieving the MDGs	Development of a country-specific set of MDGs; Accurate reporting on progress in meeting MDGs	Support, studies, improved surveillance, data development in support of accurate MDG reporting;  Support for dissemination of information regarding conventions and their applications  Building national capacity to monitor MDGs through improved data collection, analysis & reporting	UNDP UNFPA WHO ILO UNICEF UNIFEM	
	Improved reporting (which protects confidentiality) and protection of those with HIV/AIDS	Development of confidentiality protocols for HIV/AIDS  Support for policy & legislation on the impact of HIV/AIDS on employment	UNFPA ILO WHO	

Intended Outcome of Objective	Outcome Indicator	Indicative Outputs	Agency	Resources (US\$ '000)
<b>Objective 3: Dealing with Vulnerability.</b> Improving the ability of Kiribati to deal with economic and environmental vulnerability				
3.1 Improved capacity to address population issues, particularly population growth in South Tarawa and its underlying causes.	Strengthened national capacity for research into population and reproductive health related issues. Measurable progress towards attainment of national population policy goals Reduced population pressures in South Tarawa	Studies of population & development issues for Kiribati Integration of population issues into national and sectoral development plans and strategies.	UNFPA	
3.2 Improved understanding of globalisation and economic reform.	Improved understanding by GoK and civil society of globalisation's impacts & opportunities; Reduction in negative impacts of globalisation	Studies on impact of globalisation on Kiribati including response options and particular effects on women & workers	ILO UNIFEM UNDP	
	Existence of policy and legislative frameworks which foster a competitive, market-oriented private sector, taking into account likely effects on sustainability and equity; increased numbers of registered domestic private sector firms.	Stronger business advisory unit supporting GoK's private sector development policy	UNDP	
3.3 Improved capacity to manage pollution of the ground and lagoon, particularly South Tarawa	Pollution management integrated into national policy and planning framework; South Tarawa pollution levels decrease	National Environmental Management Strategy coverage of pollution strengthened and updated Support for reduction of wastes, particularly POPs	UNDP	
	Number of health inspectors trained in sanitation standards increases	Capacity to improve health-based sanitation standards strengthened	WHO	
3.4 Improved capacity to understand climate change issues	Objectives and targets of national climate change strategy integrated into national development planning and policy framework; adoption by GoK of the national strategy; and national report prepared and submitted as required under the Climate Change Convention	Climate change capacity development strategy designed and implemented	UNDP (w. GEF)	
3.5 Improved capacity to use and manage Kiribati's marine resources sustainably	Objectives and targets of national biodiversity strategy integrated into national development planning and policy framework; adoption by GoK of the national strategy; and national report prepared and submitted as required under the Biodiversity Convention.	Continued support for national biodiversity strategy with strong marine emphasis Support for improving cavity of GoK's environment unit	UNDP (w. GEF)	

Abbreviations: **DOTS** = Directly Observed Treatment Short Course  
**KPF** = Kiribati Provident Fund  
**SOE** = State Owned Enterprise  
**TT2** = Tetanus Toxoid 2

**GEF** = Global Environment Facility  
**MDG** = Millennium Development Goal  
**PME** = Planning, Monitoring & Evaluation

**GoK** = Government of Kiribati  
**PoA** = Programme of Action  
**STI** = Sexually Transmitted Infection

**HDR** = Human Development Report  
**POPS** = Persistent Organic Pollutants  
**TBA** = Traditional Birthing Attendant