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United Nations Population Fund

Subregional programme document for Pacific Island countries and territories

(Fiji; Federated States of Micronesia; Kiribati; Nauru; Palau; Marshall Islands; Samoa; Solomon Islands; Tonga; Tuvalu; Vanuatu; Cooks Islands; Niue and Tokelau)

Proposed indicative UNFPA assistance: \$30 million: \$7.6 million from regular resources and \$22.4 million through co-financing modalities and/or other resources

Programme period: Five years (2018-2022)

Cycle of assistance: Sixth

Category per decision 2013/31: Yellow

Proposed indicative assistance (in millions of \$):

Strategic plan outcome areas		Regular resources	Other resources	Total
Outcome 1	Sexual and reproductive health	3.2	11.5	14.7
Outcome 3	Gender equality and women's empowerment	2.0	3.3	5.3
Outcome 4	Population dynamics	1.7	7.6	9.3
Programme coordination and assistance		0.7	0	0.7
Total		7.6	22.4	30.0



I. Programme rationale

1. With approximately 2.4 million people spread across an area equivalent to 15 per cent of the earth's surface, the 14 Pacific Island Countries and Territories (PICTs) served by the United Nations in the Pacific, present unique challenges and opportunities. The region is generally young, with eight of the fourteen PICTs having at least 30 per cent of their population below 15 years of age and 50 per cent under 25 years. This age structure provides the potential for a significant demographic dividend, if the right mix of quality education, reproductive choice and decent work can be assured

2. The PICTs have small and culturally diverse populations that are vulnerable to the effects of climate change. Eight are among the top 20 countries with the highest average annual disaster losses scaled by gross domestic product. While Kiribati, Tuvalu, Vanuatu and the Solomon Islands are classified as least developed, the majority of countries are constrained in their capacities to ensure sustainable and equitable human development and to deliver access to quality basic social services.

3. Population dynamics are linked to achieving sustained economic growth and prosperity, with significant outmigration, urbanization and ageing all contributing to rapidly changing demographic contexts. The rising adolescent birth rates in 8 of 14 PICTs and the increasing total fertility rate in 6 PICTs are of considerable concern. They suggest changes to social norms and limited access to sexual and reproductive health and reproductive rights education and services across all age groups.

4. The unmet need for family planning for married women aged 15-49 years is above 20 per cent in Samoa, Federated States of Micronesia, Vanuatu, Kiribati, Tonga, Nauru, Solomon Islands and Tuvalu, while the contraceptive prevalence rates remain below 30 per cent in eight countries of the region. Furthermore, contraceptive prevalence rates across the region have remained static or have been declining for several decades.

5. Some PICTs have made good progress in reducing maternal mortality, however, countries with a maternal mortality ratio above the Sustainable Development Goal target of 70/100,000 live births will be prioritized. Cervical cancer is a significant cause of morbidity and mortality and poses a significant threat to attainment of the Sustainable Development Goals thus negating achievements made in reduction of maternal mortality.

6. Young people are particularly vulnerable, as demonstrated by a high proportion of unintended pregnancies (up to 63 per cent of pregnancies for 15-19 year olds) and the high levels of violence, including sexual violence. In almost half of the PICTs, between 10-19 per cent of girls are married between 15 and 19 years of age.

7. Persisting gender inequality and discrimination of women and girls and conservative social and cultural norms create reluctance among health-care workers to provide information or services to adolescents and youth. The education sector continues to be challenged with incorporating family life education or integrating curricula that addresses sexual and reproductive health and rights, gender equality and violence against women and girls.

8. National violence against women prevalence studies completed in ten PICTs show that on average, two out of three women experience physical and/or sexual intimate partner violence during their lifetime. Limited understanding among decision-makers and the general population of the causes and consequences of violence against women and girls continues to hamper an effective prevention and response. The studies indicate that women in PICTs experience severe forms of physical violence and high levels of sexual violence, and this results in pregnancies and births due to rape and negative health consequences. Survivors of violence have very limited or no access to support services which compromises recovery, the quest for justice and rebuilding their lives.

9. Greater availability and utilization of quality data is needed to better inform policy and programming decisions, including tracking development progress and

guiding budget prioritization. Ongoing technical and financial support is required to ensure that scarce resources will be invested wisely to “reach the furthest behind first.”

10. The fifth subregional programme review findings affirmed the value of a modest, yet strategic, physical presence in seven countries resulting in strengthened partnerships and reduced transactions costs with Governments, United Nations agencies, civil society and donors. The field presence has increased national ownership and led to the commitment of national resources in support of the International Conference on Population and Development (ICPD) goals, along with greater cost-efficiencies, such as reduced travel. The review also called for intensifying joint advocacy with the United Nations and regional partners and underscored the need to focus strategically on strengthening UNFPA active participation in joint programming and resource mobilization. It highlighted weaknesses in data collection and analysis; a limited reflection of the International Conference on Population and Development commitments in national plans; the need for strong linkages to gender equality in achieving sexual and reproductive health and realizing reproductive rights; and the insufficient linkages between reproductive health and non-communicable diseases.

II. Programme priorities and partnerships

11. The priorities for the sixth subregional programme have been carefully selected based on a robust analysis of available time-series metrics, complemented by an evaluation of the current United Nations Development Assistance Framework, a common country assessment, 14 country consultations and a systematic review of the preceding multi-country programme (2013-2017). Through evidence-informed and targeted policy engagement, the new programme will support national policy and programming decisions that lead to increased resilience and sustainable development. Priorities will contribute to the transformative results of: (a) reducing an unmet need for family planning to zero by increasing modern contraceptive prevalence rate; (b) reducing the adolescent birth rate; (c) increasing coverage of fully qualified skilled birth attendants; (d) integrating essential health services for women and girls subject to violence within sexual and reproductive health; and (e) improving young people’s access to high-quality sexual and reproductive health services and gender-responsive family life education.

12. The overarching goal of the programme is to achieve universal access to sexual and reproductive health and reproductive rights and reduce maternal mortality and morbidity to accelerate progress on the ICPD/Sustainable Development Goals agenda, and to improve the lives of women, adolescents and youth in PICTs.

13. In order to mainstream humanitarian programming, UNFPA will work with the national authorities to ensure that sexual and reproductive health and reproductive rights and the violence against women-related needs of women and young people are adequately addressed in preparedness and resilience-building efforts.

14. These transformative results will be achieved through evidence-informed and targeted policy engagement designed to ensure the right data is available at the right time to support national policy and programming decisions that lead to increased resilience and sustainable development. Opportunities for policy reforms will be mapped, evidence-based policy briefs prepared and strategic cost-effective interventions advocated throughout the programme cycle. UNFPA will leverage strategic partnerships to achieve expected results.

15. The geographic focus will be on up to eight countries (Kiribati, Samoa, Solomon Islands, Tonga, Vanuatu, Federated States of Micronesia, Marshall Islands and Fiji) working with national Governments and non-government organization partners, while taking full advantage of the United Nations Joint Presence Offices. Policy engagement, advocacy and partnerships will be supported in all 14 countries. As other resources become available, knowledge management and capacity development will be extended to other countries.

16. The programme will focus on the special needs of women and young people. Further disaggregation and analysis of available and new data will be used to further identify the most vulnerable and “reach the furthest behind first”.

17. In close collaboration with national, civil society and United Nations partners, the programme will give prominence to resilience-building, disaster risk reduction and emergency preparedness and response with a specific focus on sexual and reproductive health/gender-based violence in emergencies.

18. The new programme is complementary to key Pacific regional frameworks. It will contribute to national and sectoral development strategies and align with the International Conference on Population and Development/Sustainable Development Goals and relevant global strategies.

19. The programme will contribute directly to: (a) equitable basic services; (b) gender equality; and (c) human rights outcomes of the 2018-2022 United Nations Pacific Strategy (UNPS), and indirectly to the remaining three outcomes: (d) climate change, disaster resilience and environmental protection; (e) sustainable and inclusive economic empowerment; and (f) governance and community engagement. Within each of these outcomes, and in support of the principles of “Delivering as One”, South-South cooperation and leveraging joint initiatives, UNFPA will work collaboratively with partners as a convener and champion of International Conference on Population and Development/Sustainable Development Goals.

20. A comprehensive multi-year programme resource mobilization strategy elaborating concrete investment opportunities for partners and a communication strategy have been developed.

A. Outcome 1: Sexual and reproductive health

21. Output 1: Strengthened access to quality integrated sexual and reproductive health services for women, adolescents and youth, across the development humanitarian nexus. In collaboration with partners, the programme will seek to achieve this output in seven countries (Fiji, Kiribati, Republic of the Marshall Islands, Samoa, Solomon Islands, Tonga, and Vanuatu). With regular resources, UNFPA will support: (a) a review of factors contributing to an unmet need for family planning, to inform policy advice and behaviour change communication; (b) advocacy and technical assistance to develop sexual and reproductive health costed implementation plans and national reproductive commodity health security sustainability strategies; and (c) the implementation of the Minimum Initial Service Package at the onset of a crisis. As other resources become available, UNFPA will further support: (d) the development of guidelines and protocols for delivery of high-quality integrated sexual and reproductive health services and quality of care, including for adolescents and youth; (e) midwifery workforce strengthening; (f) develop cervical cancer policy guidelines; and (g) establish maternal/perinatal death surveillance and response systems.

22. Output 2: Increased national capacity to design and implement community and school-based family life education programmes. In collaboration with partners, including youth networks, UNFPA will advocate and provide technical assistance in five countries (Kiribati, Samoa, Solomon Islands, Tonga and Vanuatu) for: (a) the formulation and implementation of community and school-based family life education that promote human rights and gender equality; (b) quality assurance of the family life education curricula; (c) the development of resources and tools for community education for marginalized adolescents and youth, including key populations; and (d) high-level advocacy for safe spaces for adolescent girls.

B. Outcome 3: Gender equality and women’s empowerment

23. Output 1: Increased national capacity to address and promote gender equality and the empowerment of women and girls including their reproductive rights and need for ending violence against women. Building on the violence against women prevalence studies, advocacy on the need to effectively address and integrate gender equality and women’s empowerment within national, sectoral policies and planning

and increased national budgets will be undertaken and, as the other resources become available, capacity of national partners will be strengthened.

24. Output 2: Strengthened integration of violence against women in the national health sector. In partnership with national Governments, the United Nations and civil society partners, the programme will seek to achieve this output in Fiji, Kiribati, Solomon Islands, and Vanuatu. UNFPA will advocate and provide technical assistance for the establishment and integration of a health sector response to violence against women into national health systems; and in strengthening functional referral networks that provide multisectoral services. In addressing violence against women, UNFPA will support capacity building of health workers and the development and use of guidelines and evidence-based protocols.

C. Outcome 4: Population dynamics

25. Output 1: Strengthened national statistical systems to ensure increased availability, analysis and utilization of high-quality, disaggregated ICPD/Sustainable Development Goals-related data, with a focus on informing national and sectoral priorities, policies and programming in development and humanitarian situations. In collaboration with national statistical offices, the Pacific Community, United Nations agencies and other partners, the programme will aim to achieve this in Fiji, Kiribati, Samoa, Solomon Islands, Tonga, and Vanuatu, by supporting: (a) utilization of the results of the census, the demographic health survey and other surveys, administrative and evaluation data; (b) development of evidence-based policy briefs and advocacy strategies for engaging in policy discussions for key SRHR, gender equality and violence against women, population issues including in humanitarian context; and (c) support for national statistical strategies which enhance public access to data and provide timely and relevant evidence for national and sectoral development and humanitarian planning, monitoring and evaluation.

26. Output 2: Strengthened use of demographic intelligence to improve policies, programmes and advocacy. In collaboration with national Governments, civil society, regional partners and the United Nations agencies, the programme will seek to achieve this output in all 14 countries. UNFPA will support: (a) strengthening of partnerships designed to support the ICPD and Development/Sustainable Development Goals agenda; (b) development of evidence-based advocacy policy briefs on sexual and reproductive health, gender equality and violence against women; and (c) integration of the ICPD/Sustainable Development Goals issues into national platforms.

III. Programme and risk management

27. The subregional programme document outlines UNFPA contributions to national and regional results, and serves as the primary unit of accountability to the Executive Board for results alignment with resources made available to the programme. Accountabilities of managers at country, regional and headquarters levels are prescribed in the UNFPA programme and operations policies and procedures, and the internal control framework.

28. Delivering the programme has unique challenges and risks such as management of investments in multiple countries; logistics challenges, high transactions costs; exposure to natural disasters; lack of reliable data to ensure services reach the most vulnerable; and limited human and financial capacities within PICTs. The programme will adopt a mix of national and direct execution modalities.

29. With the significant decrease in core resources, some needs of the PICTs and the effective delivery of transformative results are at risk. In this regard, the Pacific Subregional Office will prioritize up to eight countries, and incorporate staffing and operational costs in all new non-core agreements. UNFPA will intensify advocacy for greater investment in its programmes to ensure stronger ownership and sustainability and engage a broader range of donors, including regional and global financing mechanisms such as those for climate resilience. Furthermore, a systematic analysis of the tasks and functions required to deliver the programme will be undertaken to identify task sharing and any realignment needs.

30. To monitor and mitigate risks, UNFPA will build partner capacity in programme delivery, data analysis, monitoring and accountability.

31. The United Nations system, including the United Nations Junior Professional Officer programme in seven countries and the two United Nations country teams in Fiji and Samoa, will ensure continued coordination with governments as part of the United Nations Pacific Strategy (2018-2022) and improve United Nations agency coherence based on collaborative advantages on the implementation of the sixth subregional programme.

32. Emergency preparedness, response and disaster risk reduction approaches are mainstreamed across programme sectors, focusing on enhancing resilience of social service systems and communities.

IV. Monitoring and evaluation

33. The Pacific Subregional Office has a modest, but strategic presence in the region. Eleven staff are located in key PICTs and together with the team in Fiji provide policy guidance to 14 PICTs and technical guidance and programme support to eight PICTs.

34. A monitoring and evaluation plan aligned to the United Nations Pacific Strategy Results Framework has been developed. UNFPA will work with partners to: (a) conduct annual programme reviews; (b) support baseline and end line surveys and data collection, including an “evaluability study” of the sixth subregional programme; (c) lead the United Nations country teams efforts to maintain an International Conference on Population and Development/Sustainable Development Goals/United Nations Pacific Strategy indicator database; (d) plan for thematic evaluations where substantial non-core resources are mobilized; (e) conduct mid-term review in 2020 to inform priorities and strategies for the remainder of the programme cycle; and (f) initiate a comprehensive programme evaluation at the end of fourth year of the sixth cycle.

35. In collaboration with key partners, UNFPA will support regular census processes and surveys as a critical foundation for evidence-based planning, monitoring and evaluation of development and humanitarian support. UNFPA will continue to play a key role as chair of the United Nations Planning, Monitoring and Evaluation Group.

RESULTS AND RESOURCES FRAMEWORK FOR THE PACIFIC ISLAND COUNTRIES AND TERRITORIES (2018-2022)

<p>Regional priority: Sustainable development that combines economic, social and cultural development in ways that improve livelihoods and well-being and use the environment sustainably</p> <p>United Nations Pacific Strategy Outcome: By 2022, more people in the Pacific, particularly the most vulnerable have increased equitable access to and utilization of inclusive, resilient and quality basic services</p> <p>Indicators: Number of PICTs in which at least skilled health personnel attend 95 per cent of births. Number of PICTs whose proportion of women of reproductive age who have their need for family planning satisfied with modern methods has increased based on the latest available data</p>				
UNFPA strategic plan outcome	Country programme outputs	Output indicators, baselines and targets	Partner contributions	Indicative resources
<p>Outcome 1: Sexual and reproductive health</p> <p><u>Outcome indicators:</u></p> <ul style="list-style-type: none"> Number of countries whose proportion of women of reproductive age (aged 15-49) who have their need for family planning satisfied with modern methods is >76% Baseline: 1; Target: 5 Number of countries with health facilities providing at least three integrated sexual and reproductive health services Baseline: 0; Target: 5 Number of countries with adolescent birth rates less than 34 per 1,000 women aged 15-19 years Baseline: 1; Target: 7 Number of countries with at least 95% of births attended by skilled birth attendants Baseline: 2; Target: 7 	<p>Output 1: Strengthened access to quality integrated sexual and reproductive health services for women, adolescents and youth, across the development humanitarian nexus</p>	<ul style="list-style-type: none"> Number of countries implementing a sustainability strategy for Reproductive Health Commodity Services. Baseline: 0; Target: 7 Number of countries that utilized family planning unmet need review findings to inform family planning costing implementation plans. Baseline 0; Target: 7 Number of countries with national guidelines for delivering youth-friendly sexual and reproductive health services, according to international standards. Baseline: 0; Target: 5 Number of countries that have the capacity to implement the Minimum Initial Service Package at the onset of crises. Baseline: 3; Target: 7 Number of countries with cervical cancer policy and guidelines. Baseline: 1; Target: 5 Number of countries with established national systems for the Maternal Death Surveillance and Response. Baseline: 2; Target: 6 	<p>Pacific Community; Pacific Islands Forum Secretariat; Statistics Offices; Ministries of Health; World Health Organization; other United Nations organizations</p>	<p>\$11.5 million (\$2.7 million from regular resources and \$8.8 million from other resources)</p>
	<p>Output 2: Increased national capacity to design and implement community and school based family life education programmes that promote human rights and gender equality</p>	<ul style="list-style-type: none"> Number of countries that have aligned family life education curricula to international standards. Baseline: 0; Target: 5 Number of countries that have a standardized community based training package for marginalized adolescents and youth. Baseline: 0; Target: 5 		
<p>Regional Priority: Gender equality and empowerment of women.</p> <p>United Nations Pacific Strategy outcome: By 2022, gender equality is advanced in PICTs, where more women and girls are empowered and enjoy equal opportunities and treatment in social, economic and political spheres, contribute to and benefit from national development, and live a life free from violence and discrimination.</p> <p>Indicator: Intimate partner violence against women prevalence rate; non-intimate violence against women prevalence rate</p>				
<p>Outcome 3: Gender equality and women's empowerment</p> <p><u>Outcome indicators:</u> Number of PICTs with gender equality national action plans that integrate both reproductive rights and violence</p>	<p>Output 1: Increased national capacity to address and promote gender equality and the empowerment of women and girls, including their reproductive rights and need for ending violence against women.</p>	<ul style="list-style-type: none"> Reproductive rights of women and violence against women reflected in at least two national policy documents in three selected PICTs. Baseline: 0; Target: 3 	<p>Ministries of: Women; International Planned Parenthood Federation; civil society organizations; United Nations organizations</p>	<p>\$1.5 million (\$0.5 million from regular resources and \$1.0 million from other resources)</p>

<p>against women with specific targets and national budget allocations Baseline: 2; Target: 5</p>	<p><u>Output 2:</u> Strengthened integration of violence against women in the national health sector</p>	<ul style="list-style-type: none"> • Number of countries implementing at least 30 percent of the national violence against women study health recommendations Baseline: 0; Target: 3 • Number of countries with standard operating guidelines for responding to violence against women. Baseline: 0; Target: 4 • Percentage of health facilities per country making referrals to multisectoral services Baseline: 0; Target: 60% 	<p>Ministries of Health; Auckland University of Technology; civil society organizations; United Nations organizations</p>	<p>\$3.8 million (\$1.5 million from regular resources and \$2.3 million from other resources)</p>
<p>Regional Priority: Good Governance United Nations Pacific Strategy Outcome: By 2022, people and communities in the Pacific will contribute to and benefit from inclusive, informed and transparent decision-making processes; accountable and responsive institutions; and improved access to justice Indicator: Number of PICTs that have conducted at least one population and housing census in the last 10 years</p>				
<p>Outcome 4: Population dynamics <u>Outcome indicators:</u></p> <ul style="list-style-type: none"> • Number of countries with national development framework and policies that incorporate ICPD/SDG and population dynamics and address the needs of women, girls and young people Baseline: 0; Target: 8 • Number of countries that have policies and plans adopted and resourced to address (a) sexual reproductive health and (b) violence against women. Baseline: 0; Target: 4 	<p><u>Output 1:</u> Strengthened national statistical systems to ensure increased availability, analysis and utilization of quality: disaggregated ICPD/SDG-related data, with a focus on informing national and sectoral priorities, policies and programming in development and humanitarian situations</p>	<ul style="list-style-type: none"> • Number of countries with at least one analytical study available linking population data to sexual and reproductive health, youth and violence against women. Baseline: 2; Target: 5 • Number of countries with health information systems monitoring key ICPD/SDG indicators. Baseline:0; Target: 5 • Number of countries monitoring Sustainable Development Goals indicators related to the United Nations Pacific Strategy Baseline: 0; Target: 14 	<p>Pacific Community; Statistics Offices; Ministries of Education; United Nations organizations</p>	<p>\$5.5 million (\$1.3 million from regular resources and \$4.2 million from other resources)</p>
	<p><u>Output 2:</u> Strengthened use of demographic intelligence to improve policies, programmes and advocacy</p>	<ul style="list-style-type: none"> • Number of countries that have developed advocacy and policy briefs in ICPD/SDG-related areas. Baseline: 0; Target: 10 	<p>United Nations organizations; International Planned Parenthood Federation; parliamentarians</p>	<p>\$3.8 million (\$0.4 million from regular resources and \$3.4 million from other resources)</p>