

BIENNIAL COUNTRY PROGRAMME REVIEW (2006-2007)

**Pacific Islands Countries (Fiji, Samoa, Papua New Guinea,
Vanuatu, Solomon Islands, and Kiribati)**

Final Report

MARCH 2008

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The Support of the ILO' Regional Office for Asia and the Pacific throughout the review process was also appreciated by the review team.

Bangkok,
March 2008

LIST OF ABBREVIATIONS

ADB	Asian Development Bank
AusAID	Australian Agency for International Development
BCPR	Biennial Country Programme Review
CTA	Chief Technical Adviser
DWCP	Decent Work Country Programme
DW	Decent Work
ER	Employment Relation Bill
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FICTU	Fiji Island Council of Trade Union
FIF	Fiji Employers' Federation
FTUC	Fiji Trade Union Congress
GDP	Gross Domestic Products
IHRDPEP	Integrated Human Resources Development Programme for Employment Promotion
ILO	International Labour Organization
KCC	Kiribati Chamber of Commerce
KTUC	Kiribati Trade Union Congress
LAB	Labour Advisory Board
MAPRH	Men as Partners in Reproductive Health
NPADW	National Plan of Action on Decent Work
NTCC	National Tripartite Consultative Council (PNG)
NZAID	New Zealand Government's international aid and development
PEA	Public Employment Association (PEA) (Papua New Guinea)
PICs	Pacific Islands Countries
PIFs	Pacific Islands Forum Secretariat
PNG	Papua New Guinea
PNGTUC	Papua New Guinea Trade Union Congress
PO	Programme Officer
RBM	Results-Based Management
RO	ILO Regional Office
SICC	Solomon Islands Chamber of Commerce
SICTU	Solomon Islands Council of Trade Union
SIYB	Start and Improve Your Business
SPC	Secretariat of the Pacific Community
SQA	Samoa Qualification Authorities
SRO	ILO Sub-Regional Office
TA	Technical Assistance
TC	Technical Cooperation
TOR	Terms of Reference
UN	United Nations
UNICEF	United Nations Children's fund
UNCP	United Nation Country Plan
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund

I. BACKGROUND

The Biennial Country Programme Review (BCPR) of Pacific Islands Countries was conducted from 19 September to 20 October 2007 by a review team of two members and were accompanied by officials from Suva office. The Terms of Reference are included in Annex 2.

The field visits included 6 ILO member states (Fiji, Samoa, Papua New Guinea, Vanuatu, Solomon Islands and Kiribati). The report presents the objectives, scope, methodology, and findings in section 2 to 6 and the conclusions and recommendations in section 7.

1.1 Background of the ILO's DWCP in Pacific Islands Countries

The ILO has been a partner in Pacific Islands countries' social and economic development since 1975. ILO has its country office situated in Suva, Fiji. The ILO Suva office is headed by the Director and the office serves 22 South Pacific Island countries. Seven of these – Fiji, Papua New Guinea, Solomon Islands, Kiribati, Vanuatu and Samoa are ILO Member States. Table 1 in this section provides information on year that country becomes ILO member states and its ratification of ILO Core Conventions. Technical support and backstopping is provided by SRO Manila, RO-Bangkok and HQ.

ILO's decent work agenda in the Pacific is a major challenge both in terms of geographically and socio-economically. The 22 island countries¹ of the Pacific Region are spread over 30 million sq km. ILO Member State countries of the Pacific Islands are also at different stages of economic and social development.

For 2006-2007, the Pacific Islands Countries ILO programme are mainly implementing Decent Work Country Programme in 5 countries (Fiji, Kiribati, Solomon Islands, Vanuatu, and Papua New Guinea) and is in the process of developing DWCP for Samoa and Marshall Island (new Member State).

DWCP document has not been fully developed and formally adopted by the tripartite constituents. National Plan of Action on Decent Work exists in some countries but implementation has been slow. An outcome-based implementation plan (as required in the ILO SMM/IP) exists but lack detailed strategies and performance indicators. The work plan was prepared for country programme implementation is used to guide the review of country programme 2006-2007. They are summarized in the table 2 below.

Table 1 below provides specific country information on political and socio-economic background, and brief relevant information on aid & development, national development plan, ILO presence in the country and year of membership, UN assistance, NPADW, the ratification of ILO core conventions, tripartism, ILO focal point, workers and employers organizations etc. of the 6 countries under review.

¹ **1. Fiji Islands; 2. Papua New Guinea; 3. Solomon Islands; 4. Kiribati; 5. Vanuatu;** 6. Cook Islands; 7. **Marshall Islands;** 8. New Caledonia; 9. Palau (Trust Territories of Pacific Islands); 10. Tonga; 11. **Western Samoa;** 12. American Samoa; 13. Guam; 14. French Polynesia; 15. Micronesia; 16. Niue Island; 17. Pitcairn Islands, 18. Tuvalu; 19. Nauru; 20. Norfolk Island; 21. Tokelau Islands; 22. Wallis & Futuna Islands.

Table 1: Background information and brief observations from the review on 6 ILO Member States

	Fiji	Samoa	PNG	Vanuatu	Solomon Islands	Kiribati
Current Political situation	Military coup Dec.2006 – interim administration, parliament suspended, election scheduled in Mar.2009	Democratically elected gov. The next election will be held in 2011. Samoa has rather stable political environment.	Democratically elected gov. since Aug 2007. New coalition administration settling in.	Democratically elected gov. election due in 2008.	Democratically elected gov. but fragile due to coalition partners and recovering of ethnic violence. Australia is the main provider of financial and technical support for recovery.	Democratically elected gov. – stable (17 Oct 07 – the presidential election so new cabinet will be in place but major changes are not expected)
Social Economic situation	- Fiji's economy (already weak with growth at 1.7% in 2005-06) was further weakened by the events in late 2006. - Tourism, which was Fiji's main revenue earner (along with sugar and overseas remittances) took a sharp downturn, with hotels and airlines showing a drop in visitors by as much as 70%. - Population: 846,000 (2006 est.) - GDP per head (at current factor cost): F\$ 4775 (2006 est.) - Annual Growth: 1.7% (2006 est.)	- Samoa has enjoyed strong economic growth over the past decade, boosted by a dynamic service sector and the rapid development of tourism, agriculture and fishing. - Strong tourism (overseas remittance is approx. 25% of GDP, 2006), - GNI per head: \$1,600 (2003 World Bank) - Growth rate: 3.4% (Dec.2006) - Population: 185,000 (2005 estimate)	- Strong export of commodities and minerals - High crime rate - GDP: K17.3 billion (2006) - GDP per Head: K3.140 (2006) - Growth rate 4%- (forecast to rise by 4.5% in 2007) - population: 6 million - HIV/AIDs continue to be a major challenge for PNG with most development partners, NGOs, churches, regional and international organizations (including ILO) teaming up to have a combined effort on the flight against HIV&AIDS.	- Strong tourism - 40% of GDP (2006, est.)and agriculture export and service - GDP: US\$ 349 million (2006, est) - GDP per capita: US\$ 1571 (2006, est) - Growth rate 5.5% (2006, IMF) - Pop growth 1.49% (2006 est.) - Population: 208,869 (July 2006 est.)	- Weak due to political instability - ethnic unrest and lawlessness have severely damaged the Solomon Islands economy - there is little inward or outward investment at present - Major export: fish, timber, gold, copra, palm oil (gold production is currently suspended) - GDP Real Growth: +6% (2006) - GDP per capita: US\$ 708 (2006) - Population: 530,000 - youth 65% - Annual Growth (Real GDP per capita): 11.6% (2006) - Population Growth: 1.28% (2005)	- Main exports are coconut and remittances from oversea. - Population: 99,000 (UN ESCAP survey 2007) - Annual Growth: 4.5% (ESCAP report, 2005) - GDP (2006, estimate): \$64 million. - GDP per capita (2006): \$673.
Aid & Development	Fiji receives development assistance from the European Union (largest donor), Australia and New Zealand, though some of this aid has been curtailed or suspended because of the 2006 take-over.	Official development assistance is equivalent to around 10% of GDP (2004 est.). - a Least Developed country	Australia is the largest foreign aid donor to PNG, followed by the EU. Voluntary Service Overseas has now posted over 1,000 volunteers to PNG.	Foreign aid continues to play a major role in the economy. Major donor partners are Australia, China, the European Union and New Zealand. - The UN classifies Vanuatu as a Least	Projected external financing represents in excess of 25% of total government expenditure (2005), and 100% of development expenditure - a Least Developed Country	Kiribati receives development aid from the European Union, Australia, New Zealand, Japan, Canada, USA, ADB, UN agencies and Taiwan. In recent years it has accounted for 20-25% of Kiribati's GDP. - Kiribati has Least

	Fiji	Samoa	PNG	Vanuatu	Solomon Islands	Kiribati
				Developed Country. Donor assistance is unofficially estimated to contribute about 25% of GDP Vanuatu has qualified for assistance from the USA's new Millennium Challenge Fund (the only PIC to do so) with a particular focus on infrastructure projects to improve access throughout the islands.		Developed Country Status
National Development Plan	New Short-term plan to be finalized by Dec. 07	Strategy for the development of Samoa (2005-2007) is the national development framework for Samoa.	The Medium Term Development Strategy (2005-2010) is the national economic and social development framework.	2007-2013	- National Economic Recovery, Reform and Development Plan (2007-2010) is the national development framework.	- National Development Strategy 2004-2007 - National Development Strategy (2008-2011)
Become member of ILO	1975	2005	1976	2003	1984	2000
ILO presence in the country	ILO Suva office	none	1 CTA for SIYB project funded by AUSAID based in Port Moresby	1 short-term project officer for youth employment funded from RBTC. based at the Department of Labour	None	None

	Fiji	Samoa	PNG	Vanuatu	Solomon Islands	Kiribati
UN Assistance / UNDP presence in the country	<p>UNDP, UNICEF and UNFPA have an agreement to share office and representing one another in countries where one does not have an office. This was due to the fact that there are many small islands countries that need UN assistances and operation cost is relatively high in the Pacific region. The United Nations Pacific Framework for Action has been developed and it sets out the strategic focus for the UN's commitment to the Pacific Islands region from 2008-2012.</p> <p>UNDP Multi-country office (Federated States of Micronesia, Republic of the Marshall Islands, Palau, Vanuatu, Tuvalu, Tonga, Kiribati, Nauru and the Solomon Islands.)</p> <p>UNDP Pacific centre</p>	<p>The UNDP residence representative is RC for Samoa heading all UN family assistance.</p> <p>UNDP has a Multi-country office situated in Samoa covering Samoa, Cook Islands, Niue, and Tokelau Islands.</p> <p>Improving national database and data collection is one of the joint UNDAF outcomes for Samoa. ILO could play a role in LMI.</p>	<p>There is a UN country programme document (UNCP) for PNG (2008-2012) finalized in April 2007.</p> <p>There is UNDP country office based in PNG. ILO has a SIYB project with CTA on board but the project will end in mid 2008.</p>	<p>NO UNDP office but UNICEF will represent UNDP under the new agreement that UNDP will also do the same in other countries where no UNICEF offices.</p> <p>(UNDP, UNICEF and UNFPA have an agreement to share office and representing one another in countries where one does not have an office)</p>	<p>Solomon Islands UNDAF (2003-2007) was a framework of UN development assistance to Solomon Islands. There is UNDP Honiara sub-office and also UNFPA. UNDP (Honiara sub-office)</p> <p>UNDP Honiara office has 15 staff (2 international) and likely to increase to a full-fledge office next year.</p> <p>UNICEF will have 8 staff (including a P4 level) by end of 2008.</p> <p>Human Right Commissioner has one staff but it has made a lot of differences than none.</p> <p>UNFPA also has an office in Solomon Islands.</p>	<p>NO UNDP office (only UNICEF)</p>
National Plan of Action Decent Work (NPADW):	<ul style="list-style-type: none"> NPADW was conceptualized and drafted in 2003 following the High Level Tripartite Pacific Islands Seminars on DW held in Fiji in Nov. 2002. NPADW was discussed at the Sub-Regional Forum in New Zealand in 2003. The NPADW identified decent work deficits according to the four ILO strategic 	<p>NPADW was drafted but need support from ILO for the implementation.</p> <p>Samoa is doing the modernization of the private sector. Labour issue is one of the core areas and it needs ILO assistance i.e. how to provide conducive</p>	<p>A White Paper was developed in PNG focusing on the Decent Work issue some years ago but it was not endorsed by the constituents.</p> <p>Draft National Decent Work Policy: At the time of the review (Oct 2007) the Department of Labour and Industrial Relations presented the draft national decent work policy. The document though</p>	<p>Vanuatu Decent Work National Plan of Action do exist for 2005-06.</p>	<p>The current DWCP has not yet reflected the NERRD plan. There was a draft Solomon Islands National Action Plan for Decent Work 2003-2005 but the updated document does not exist.</p> <p>The Department of Labour (under Ministry of Commerce, Industry and Employment) has 2007-2009 corporate plan specifying its structure,</p>	<p>none</p>

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	<p>sectors and described responses to promote decent work in each of the four strategic objective areas.</p> <ul style="list-style-type: none"> • However there was no clear time line specified for the NPADW. The NPADW is rather a very broad framework aligned with ILO global 4 strategic objectives rather than focusing on the national development focuses and priority. • Unfortunately, the NPADW has not been finalized nor endorsed due to the changes of Permanent Secretary and the coups. 	environment for employment.	<p>still in its draft form, it is going to be used as a strategic document for the department of labour to pursue the decent work agenda at the national and at the Pacific Sub-regional level. Department of Labour requests support from ILO in supporting the formulation of the PNG DWCP based on the national decent work policy.</p> <p><i>Corporate Development Plan of Department of Labour and Industrial Relations:</i> The department of labour has embarked on a structural review of its administrative functions in order to effectively delivery the services to address the decent work deficits at the national level. A Corporate Development Plan (2007-2010) has been formulated to guide the administrative structure review.</p>		mandates and plan.	
Ratification of ILO Core Conventions	All core conventions	None	All core conventions (but yet to enact any legislation to implement the core labour standards)	7 core conventions except C. 138 (+ C.185 on seafarers)	One core convention (C. 29)	4 core conventions (C. 29, C. 87, C. 98, C. 105) considering to ratify the remaining 4 Core conventions
Tripartism	Labour Advisory Board but not functioning. Suspended due to political change.	There has not yet been any tripartite mechanism/ institution in Samoa. It is in the process of being formed.	National Tripartite Consultation Committee (NTCC) exists but it has not been active since its first meeting in Oct. 2006	Institutional tripartite mechanism is in the process of being formed.	Tripartite consultation is rather weak and ad hoc. Government is currently looking seriously at forming the Labour Advisory Board which is now being discussed in the cabinet.	DW Agenda steering committee active but not meeting monthly as planned

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ILO focal points	Ministry of Labour and Industrial Relations	Ministry of Commerce, Industry and Labour	Ministry of Labour and Industrial Relations	Department of Labour, Ministry of Internal Affairs	Department of Labour, Min. of Commerce, Industry and Employment	Ministry of Labour and Human Resource Development
Employers' organization	<p>Fiji Employers' Federation</p> <ul style="list-style-type: none"> - new President has just been on board - appreciate ILO recent workshop in Sydney <p>Concerns of the FEF</p> <ul style="list-style-type: none"> - Communication with ILO Suva needs to be improved. - FIF want to engage more work with ILO (propose to have a quarterly meeting with ILO) - want to received more ILO materials, papers, documents, tools in regard to tourism, mining, manufacturing. - The downside of the public (and expenditure) reforms under the current interim administration that skilled workers will more and more migrate abroad. - Conditions of business is not so conducive e.g. the Employment Relation Bill. Though the spirit of it is good but it will have high cost implications e.g. 20% of disabled to be employed by company, paid maternity leave etc. - 	<p>Samoa Manufacturers' Association</p> <p>Concerned issues: -</p> <ul style="list-style-type: none"> - shortest of skilled labour but also only a few jobs available - National Provident Fund - not consulted in the national development plan <p>Samoa Farmers' Associations (SCCA) (150 members)</p> <ul style="list-style-type: none"> - first time to meet with ILO - very active in agriculture sector - work closely with FAO, Min. of Agriculture to improve quality and working with value-added food production. - participated in Gov. strategic plan - priorities: sustainable production and good market structure - Interested to contribute perhaps on voluntary basis to social security. - need awareness 	<p>Employers Federation of PNG</p> <ul style="list-style-type: none"> - Constraints on no. of staff so unable to do much on the policy work (mostly deal with day to day correspondents) <p>Priorities:</p> <ul style="list-style-type: none"> - training/educating for youth - capacity building for members of EO - social dialogue is urgent because many things are blocked because a lack of tripartite consultations and decision <p>Suggestion: - ILO to identify issue that interest employers e.g. industrial relation on how it can help resolve disputes.</p>	<p>Vanuatu Chamber of Commerce</p> <ul style="list-style-type: none"> - 2/3 of budget are from the government. - EO concerns about the forthcoming new employment laws (its implications and awareness of their members) particularly on OSH and industrial relation. - Linked to NZ Chamber of Commerce to help provide knowledge and other benefits - Just recruit a new legal adviser to look at the new draft labour laws. 	<p>Solomon Islands Chamber of Commerce (board of SICC – new members)</p> <ul style="list-style-type: none"> - labour laws outdated and does not reflect the present business situation - no opportunity to raise voice - Private sector is active but not gov. Need ILO help to facilitate public/private platform. - Information from ILO through Dep. Of Labour, not always get through to the SICC. Often information reached SICC rather late (e.g. the review mission) - Dep. Of Labour is weak, after several tripartite meetings with ILO – nothing was carried out by Dep. Of Labour. 	<p>Kiribati Chamber of Commerce (KCC)</p> <ul style="list-style-type: none"> - 233 member - still don't know of what it can get from ILO in full picture in terms of support - would like to have no access to Turin Centre (as KCC is not yet an employers organization) there is a financial resource constraint (US\$ 2,800 per year to become a member)

	Fiji	Samoa	PNG	Vanuatu	Solomon Islands	Kiribati
		course for employers and farmers				
Workers organizations	Fiji Trade Union Congress - FTUC is in favour of the interim gov. for public sector reform, cutting down public expenditure, salary etc. (but these measure dissatisfied some TUs e.g. Teacher Union (the member of FICTU – Fiji Island Council of Trade Union) – went on strike – then they were sacked) – this has an implication as Fiji ratified all core conventions.	Yazaki Staff Association (Biggest Private Sector) - All 2200 employees are member of staff association. concerned issues - Rights to organize - lack of bargaining power with the management/ HRD - Min. wage – a policy for fair based wages needed. - would like to push up from \$Tala 2 to minimum wage of \$Tala 2.4 (gov. min wage is higher than those of private sector) Public Sector Association (not available to meet)	Papua New Guinea Trade Union Congress (PNGTUC) and Public Employment Association (PEA) Issues of concern: - - public service reform (the methodology to downsize the public sector) - high tax - Employment Act needs to be reviewed - no union in the private sector - compulsory unionism (no free rider) - OSH - Job discrimination - min. wage (min. wage board is to be set up asap) - social security (not existing in PNG yet) Other Priorities - workers education on their rights - Health insurance scheme (- ACTRAV made arrangement of \$ 40,000 for PNG) (ILO Suva needs to follow up with ACTRAV).	Vanuatu National Workers Union - TU movement uses ILO to raise issues and its publicity. Appreciate ILO visits to Vanuatu. - Generally happy with ILO. Progress has been seen and the workers become more aware of their rights. Membership is increasing. - Concerns rose over the Min. wage board and the LAB that the workers rep. are not their nomination.	Solomon Islands Council of Trade Union (SICTU) Solomon Islands National Union of Workers - Members reduced from 50,000 to 2000 (due to company closing down) and then increased to become 7,000 now. priorities: - dispute settlement and recruiting - capacity building for SICTU and members on labour standard - min. wage need to be increased - Would like Teacher Union to be involved in the forth-coming Youth Employment project - Highly appreciate the MAPRH project. The project should expand to reach companies outside Honiara - Appreciated TA from Workers specialist (Hiro) “the draft labour legislation contradict to some ILO conventions” Public Service Employees Union - Priority: social security (draft bill on pension exists) but more studies on annuity	Kiribati Trade Union Congress (KTUC) - not yet registered - 3,000 members (majority from public sector) (many are afraid to join the union) - new president on board Aug 2007 (President is changed every 2 years – will be reviewed to make it every 4 years; Secretary is changed every 5 years) - Very weak capacity and does not even have an office - not consulted/ not involved in the decision making of the development of the new National Strategies (2008-2011) - Workers not being recognized by the government (need to review the law or collective bargaining and the rights to organize) - SS – there is now workers compensation. Would like to extend it to those self-employed. - Workers specialists (Hiro) organized a 3 days workshop for 36 participants in Sep.07 on the role of KTUC - need a training on leadership and

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					needed. Pay basket should be reviewed.	management skills - need more training/ awareness raising on workers right and ILO mandates to reach more members - Could ILO support 'credit cooperative scheme' for workers?
Key ILO on-going programmes <ul style="list-style-type: none"> • Labour standard • Employment • Social protection • Social dialogue 	<ul style="list-style-type: none"> - Employment Relation Bill (ERI) passed by interim Government but pending implementation till April 2008 (paid maternity, employment of disable persons) - CL : a broad base committee formed - IHRDPEP being reviewed (strong concept, lack operational procedure) - Walking out of poverty programme (targeting the extreme poor women) – 30% beneficiaries are out of poverty (pre-coup data) but under the current interim gov. poverty alleviation is not high in their agenda. -MAPRH – going well -2nd phase expected (flagship) (good entry points for other issues e.g. social dialogue, gender, HIV/AIDS) 	<ul style="list-style-type: none"> -Employment relations bills pending endorsement by social partners -Social security report submitted, health insurance scheme stalled due to affordability (Social Security WS – conducted) - Samoa Qualifications Authority (SQA) established 	<ul style="list-style-type: none"> - Draft labour laws (employment and IR Acts) on hold due to NTCC being not active - SIYB –unlikely to meet its objective due to institutional issues and discontinued of AUSAID further funding beyond Apr 08 - LMI unit being set up - Social security report submitted, implementation to be in phases (Social Security WS – to be conducted) 	<ul style="list-style-type: none"> - Labour legislation (OSH, workers compensation & employment bills) waiting to be submitted to Cabinet and Parliament. - Model of job-creation focusing on youth – being developed and pilot tested - social security report produced but pending accepted by tripartite constituents (Social Security WS – to be conducted to facilitate tripartite constituents discussion) 	<ul style="list-style-type: none"> - Labour legislation (Employment relation bill) was revised with ILO support sometime ago (2005) and comments provided from HQ (Oct 06). But tripartite consultations have not taken place. - Employment creation – this component and its approach needs to be reviewed - Social Security survey done and report produced but has not been launched (initially planned for early Sep 07) as the mission was postponed by ILO Specialist. - MAPRH project – going well and second phase expected 	<ul style="list-style-type: none"> - Labour laws are being finalized (comments received from ILO) at the Cabinet level before going to Parliament - Employment : training provided to beneficiaries but nothing has been materialized (only training provided, no linkage to how to start business and other proper mechanism e.g. marketing, financial sources etc are not in place) - Social security report produced (with proposed areas of possible social security and recommendations). Min. of Labour still to submit it to the government. (Social Security WS – conducted) - Social dialogue
Opportunities and/or important external factors	<p>Geographical distance between Suva Office to other Pacific countries members is one of the constraints.</p> <p>Leadership culture rather than entrepreneurship culture is an important factor when</p>	<ul style="list-style-type: none"> - Strong local government – potential factor for eco-tourism - Samoa may soon be removed from the least Developed 	<ul style="list-style-type: none"> - weak capacity of SBDC is one of the factors adversely affect the SIYB project's achievement - Department of Public Management's Secretary is formerly Dep of Labour's 	<ul style="list-style-type: none"> - After the coup in Fiji in Dec. 06, Australia and New Zealand recruit more workers from Vanuatu. ILO has been helping the government on this 	<ul style="list-style-type: none"> - Capacity of Dep of Labour could be slightly improved due to a new structure of the Labour division planned for 2008-09 Fiscal Year. - The current political sensitivity climate between 	<ul style="list-style-type: none"> -Overseas employment promoted by government e.g. sending nurse to Australia. - Seasonal employment with New Zealand is also promoted and will be facilitated by the Ministry

	Fiji	Samoa	PNG	Vanuatu	Solomon Islands	Kiribati
	designing programmers particularly on employment, livelihood	<p>Country status</p> <ul style="list-style-type: none"> - Oversea Samoan brining in skills into the country - Possibility for Toyota Camry to shift its plant from Australia to Samoa but negotiation still to be made with the gov. - UNDP is working on an integrated framework on Trade and willing to have ILO as one of its partners. UNDP needs advisory services from ILO (not so much on \$). 	<p>secretary, invited ILO to be actively involved in DPM work. She has full knowledge of ILO mandates. However relationship needs to be sensitively handled due to Dep. of Labour is ILO focal point.</p> <ul style="list-style-type: none"> - Youth policy (2007-2017) has been approved which has incorporated the youth entrepreneurship (thanks to the ILO) into the policy. 	(regulations).	<p>Gov. of SI and RAMSI could make the role of UN agencies more prominent.</p> <ul style="list-style-type: none"> - A 3 million Solomon dollars project funded by Taiwan on National Business Skills Training Programme which will run to next year. The ILO Youth employment project could make a link to this project. 	of Labour.
Other note/ observations	<ul style="list-style-type: none"> - A country situation (political) changes significantly since the coup took place and the focus of the interim gov. is the public reform and cutting of public expenditure. Certain budgets have been cut though it was initially planned before the coup took place. - Tripartism has also weakened after the coup. - a draft NPADW has been prepared by Ministry of Labour in 2003 but this has never been finalized due to changes of Permanent Secretary and the coup. 	<ul style="list-style-type: none"> - Need for wider awareness among constituents about ILO, its operations, and its conventions (at all levels) - Keen interest shown in ratification of core ILO conventions and modernization of labour standard - Significant potential exists for ILO to influent in Samoa - possible collaborations with UNDP, and FAO and 	<ul style="list-style-type: none"> -ILO SIYB project will end in mid 2008. ILO is exploring other possibility for a new project with AusAID through the private sector development project -Min. of Labour PNG needs clarity on two projects forthcoming projects on CL and youth employment. -Legislation on informal sector control has been enacted. The Informal sector policy is being drafted. - commitment shown by the Ministry of Labour may help DWCP implementation 	<ul style="list-style-type: none"> - Keen interest shown in DWCP - Priorities are likely to change at short notice due to national compulsion. 	<ul style="list-style-type: none"> - Significant interest shown by donors, opportunity exists for ILO DWCP to tap donors' fund. - Employers' organizations are weak and no umbrella org. They are many organizations (Business Council, Chamber of commerce) representing employers/manufacturers 	<ul style="list-style-type: none"> - Weak coordination between ILO Suva and Ministry focal person - ILO Suva is not equipped with up-to-date country situation and necessary information - Lack of coordination among different ILO offices resulting in constituents' unable to fully benefit from the ILO support and opportunities

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		<p>national government</p> <p>- 300-400 jobs will be lost at the Yamazaki Co. due to fierce competition. Gov. of Samoa therefore would like to pursue for a call centre to be established in Samoa partly to absorb those workers who would be</p>	<p>- lack of social dialogue and politicized Union may hinder smooth implementation</p>			

Table 2 Summary of ILO DWCP priorities and outcomes in 6 Pacific Islands Countries

Fiji	Samoa	PNG	Vanuatu	Solomon Islands	Kiribati
Priority 1: FJI100 - Promote and realize the fundamental principles and rights of Decent Work	Priority 1: WSM100 - Modernizing labour legislation to respond to emerging social and economic needs	Priority 1: PNG100 - Modernizing labour legislation to respond to emerging social and economic needs	Priority 1: VUT100 - Modernizing labour legislation to respond to emerging social and economic needs	Priority 1: SLB100 - Modernizing labour legislation to respond to emerging social and economic needs.	Priority 1: KIR100: Modernizing labour legislation to respond to emerging social and economic needs
<p>FJI101: Labour Legislation, including HIV/AIDS workplace policies are endorsed by constituents and passed by Parliament which brings positive changes in workplace conditions in Fiji</p> <p>FJI102: Labour inspection policies and practices improved and introduction of New OHS mechanisms. <i>(As a result, the number of industrial disputes has reduced. Workers' compensation & social protection mechanisms improved).</i></p>	WSM 101: Labour legislation reviewed, upgraded & endorsed which improves working conditions, social protection, industrial relations, HIV&AIDS and OHS. As a result, more members have joined Public Service Assoc and Chamber of Commerce.	PNG 101: Labour legislation reviewed and upgraded through review of: a) employment policies and b) OHS mechanisms for safety at work. These results have been recognised at the National Tripartite Consultative Council	VUT 101: Labour legislation reviewed and updated and endorsed by constituents which has brought positive changes in workplace conditions with particular reference to Workers' Compensation and HIV&AIDS.	SLB 101: Labour legislation reviewed, drafted and endorsed which improves the working conditions, social protection and investment environment with better employment , OHS conditions and HIV&AIDS	KIR 101: Labour legislation reviewed, upgraded and endorsed by constituents which contributed to: 1) HIV/AIDS workplace policies, 2) Improvement on OHS, and 3) Harmonious industrial relations
Priority 2: FJI125 - Child Labour is progressively eliminated in Fiji	Priority 2: WSM125: Setting standards in vocational training and skills development programme.	Priority 2 - PNG125: Decent employment created in the formal and informal economies for school leavers and unemployed youths	Priority 2: VUT125 - Youth employment initiatives undertaken for school leavers and unemployed persons.	Priority 2: SLB125: Decent employment created in the informal economies for school leavers and unemployed youths.	Priority 2: KIR125: Reduce poverty through the intervention of employment generating activities & strengthening the social security System
FJI 126: Comprehensive and relevant programmes developed for ILO constituents to combat child	WSM 126: Samoa Qualifications Authority (SQA) established with capacity of setting skills with the aim of	PNG 126: Institutional capacity of constituents improved in terms of labour market info system (training of 10 officials)	VUT126 - Outcome 1: Successful models from Fiji and other programmes are adapted and adopted in	SLB 126: With the replication of successful models (Fiji models), at least 300 unemployed youths	KIR 126: Model job creating initiatives (Walking out of poverty) implemented and at least 200 youths benefitted

labour and its worst forms. (As a result, 20 officials have undertaken awareness activities at different level).	creating employment for youths. SQA is capable of introducing labour market information system.	and SIYB methodology applied at sectoral level - Agriculture & Fisheries	Vanuatu which resulted in 200 youths having access to income and employment.	benefitted from access to income	from enhanced income generating activities.
		PNG 128: Social security review report produced and accepted by ILO constituents for future harmonization and expansion of the coverage of the social security system.		SLB 127: Social security reports for improving efficiency and productivity of the National Provident Fund has been accepted by ILO constituents.	KIR 127: Social Security Project produced comprehensive reports for the improvement of efficiency and productivity of the social security system of Kiribati which has been endorsed by constituents for implementation.
PRIORITY 3: FJI 150 - Decent employment created in the formal and informal economies for school leavers, unemployed youths and people living below poverty line	Priority 3: WSM 900 - Other Areas of Work	Priority 3: PNG150 - Prevention of discrimination in employment with respect to HIV/AIDS	Priority 3: VUT150: Contributing to better social and economic security for all members of society through improved coverage of social security system.	Priority 3: SLB 900 - Other Areas of Work	Priority 3: KIR900 - Other Areas of Work
FJI 151: Model programmes developed to address unemployment issues through human Resource Development for Employment Promotion, Walking out of poverty pilot & job creation in the tourism sector.	WSM 901: Employers' and workers' organisations are strengthened effectively contribute to the other 2 priorities above, namely, labour legislation and vocational training	PNG 151: HIV/AIDS workplace tools are tested and finalised and workplace policies adopted at national level with the implication of implementing the newly developed policy in at least 10 enterprises.	VUT 151: Social security Report produced and accepted by constituents. A group of officials are trained and motivated to undertake new role in improving efficiency and productivity of the National Provident Fund.	SLB 901 Employers' and workers' organisations are strengthened effectively contribute to the other 2 priorities above, as well as the Men as Partners in Reproductive Health project	KIR 901: Employers' and workers' organisations are strengthened effectively contribute to the other 2 priorities above, namely, labour legislation and employment promotion
Priority 4: FJI900 - Other Areas of Work		Priority 4: PNG 900 - Other Areas of Work	Priority 4: VUT 900 - Other Areas of Work		
FJI 901: Employers and Workers' Organization are strengthened effectively contributing to the other outcomes and Men as Partners in Reproductive Health (MAPRH)		PNG 901: Employers' and workers' organisations are strengthened effectively contribute to the other 3 priorities above, namely, labour legislation, employment promotion and HIV/AIDS	VUT 151: Employers' and workers' organisations are strengthened effectively contribute to the other 3 priorities above, namely, labour legislation, employment promotion and social security		

II. OBJECTIVES OF THE REVIEW

The main objectives were to review the approaches followed, progress made, and lessons learned to inform further strategy development. The assessment, which focuses on ILO's programming approach and activities, is forward-looking and includes recommendations to help focus priorities, strengthen strategies and improve organizational effectiveness.

III. METHODOLOGY

The BCPR exercise was conducted as a participatory assessment and the TOR for the review is attached in Annex 2. The ILO technical mission to the 6 Pacific countries took place during 19 September to 19 October 2007. It comprised interviews of ILO staff in Suva Office, Papua New Guinea and Vanuatu and a few days spent interacting with stakeholders in each country. These stakeholders comprised the tripartite constituents, donor agencies, and UN organizations and a number of other strategic partners such as NGOs. The field mission agenda is included as Annex 3. The list of people met and discussed is in the Annex 4. Preceding the field work was an extensive desk review of relevant documents.

The team comprised of one ILO official from RO-Bangkok, Ms. Pamornrat Pringsulaka and external consultant, Dr. Asif Chida. The team was assisted by the Programme Officers of Suva Office, Ms. Sukarfa Katafono for the field visits to Samoa, PNG, and Vanuatu and Ms. Tasneem Ali for the field visits to Fiji, Solomon Islands and Kiribati. Mr. Zakaria, the ILO Suva Director also accompanied the team to Samoa, Vanuatu and PNG.

This report is based on the inputs from the interviews of ILO tripartite constituents, ILO staff and other relevant partners including donors and other UN agencies where possible.

IV. SCOPE OF THE REVIEW

The review covered all ILO activities in 6 Pacific Island countries – Fiji, Samoa, Papua New Guinea, Vanuatu, Solomon Islands and Kiribati undertaken from January 2006 to the dates of the review. The review included two main components.

- The first was a review of the appropriateness and adequacy of DWCP design, outreach/partnership and implementation performance. The key criteria are 1) the relevance, coherence and comparative advantage of the ILO in the country; 2) partnership, strategies and inter-agency relations; 3) managing for results; 4) the efficiency and adequacy of ILO organizational arrangement; and 5) knowledge management and sharing.
- The second component of the BCPR was an operational assessment to report on progress being made on tangible outcomes directly resulting from ILO contributions. Key criteria for the review are: 1) adequacy of resources; 2) delivery of outputs; 3) use of outputs by partners; 4) progress made towards outcomes; and 5) emerging risks and opportunities.

V. FINDINGS ON THE APPROPRIATENESS AND ADEQUACY OF THE DWCP DESIGNS, PARTNERSHIP AND IMPLEMENTATION

5.1 Limitations

The review team could not systematically apply the tools and criteria in the TOR due to several reasons: -

- Limited time allocated to interview the tripartite constituents and other stakeholders in all the 6 countries. The team members of two were tasked to do two tasks, to review of existing country programme and to formulate a draft PICs DW strategic framework for future programming.

- No formal DWCP document exist (as per the official HQs definition), only outcome-based work plan and monitoring plan have been developed. Although there is monitoring plan developed for each country programme but it lacks clearly defined milestones and outputs.
- Due to time limitation, tripartite consultation could not be held in each country to discuss the preliminary findings of the review. However, the inputs and recommendations from the reviews were used in the Tripartite Technical Meeting on Decent Work: Pacific Islands Countries held in Nadi, Fiji in Nov. 2007.
- As the Suva officials accompanied the team's evaluation meetings, some respondents were not sharing the information freely.

5.2 Summary of general findings

Before going into each general criterion as mentioned in the TOR, it is fundamental to note that the tripartism in PICs in general has been very weak (in exception of Fiji, which has been also under pressure after December 2006 events). This is due to the weak institutional capacity of government and social partners together with the lack of trust among the constituents. Tripartism has therefore not been functioning or lacking in some PICs. This has contributed to the implementation delay in progress of several countries' DWCP outcomes.

Criteria 1: Relevance, coherence, and comparative advantage of ILO in the Pacific Islands Countries
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- Overall, the ILO DW programme and associated interventions demonstrate a good “fit” within the national priorities. In addition, the ILO has focused its work on priority areas where standards, rights and social dialogue are integral particularly on the issue of labour market governance and labour law reforms. ILO contribution in the area of labour market governance and labour law reforms is unique and very much responsive to the need of the tripartite constituents in all PICs. Modernization of private sectors is one of the priorities of Samoa government and it encompasses labour issues and the review of labour legislations. Vanuatu has a vision to achieve it international labour standard. The new youth employment project to be implemented soon also welcomed by all countries. It fits well and in line with governments' plan e.g. the PNG government Medium Term Strategy and also in line with Pacific Regional Youth Policy and also in line with the declaration made by the young people when they met for the first time in Tahiti.
- ILO has worked and will continue to play a facilitating/ convening role on important issues concerning ILO mandates i.e. labour administration, labour law reviews, the employment relation bill, and youth employment.
- DWCP in the PICs have however been operating under limited national capacity particularly those of the constituents and there are several constraints identified below. This requires for a country programme to be more focused, strategic and at the same time flexible.
 - A lack of ILO presence in many PICs, geographical distance, limited flights per week, high cost of transportation/ communication between Suva Office to other Pacific Islands members,
 - A limited ILO Suva resources and staff capacity
 - A lack of institutional mechanism for tripartite dialogue and industrial relation – most PICs lack a formal institutional mechanism to foster the tripartite consultation.
 - A lack of awareness and understanding of fundamental principle and rights at work. Many employers and workers in PICs do not know about the fundamental principles and rights and do not know that these principles are universally applicable.
 - A lack of representation of women in all sectors and parliament is a real constraint and need to be urgently addressed in all PICs.
 - Insufficient employment opportunities, especially for young people
- The ILO technical support has not been very consistent nor been on a continuous basis. The interventions though addressed the problem and needs of the PICs, they seem to be based on activities and ad-hoc requests rather than being based on clear results framework with defined outputs, and clear milestones to be achieved over the certain period of time. Therefore, the

significant progress particularly on labour market reform has rather been limited in most PICs except in Fiji. Several factors though contributed into the slow progress i.e. limited funds being spread too thinly to serve 6 member states, ILO Suva staff constraints, limited support from SRO Manila due to funding and availability of specialists, political instability and lack of political will etc.

- The constituents interviewed also note that many regional agencies and donors have also provided assistance to PICs in the areas of ILO comparative advantages. AusAID has also been providing TA to Solomon Islands on the review of labour laws and so did the WTO on issues relevant to trade and labour standard. According to the constituents, not having ILO office in each PICs is considered a major setback though they accept the fact that it was not possible for the ILO to have its office in all PICs; and ILO may be loosing its leading ground on issues of their comparative advantages.

Summary: The ILO has a relevant role and comparative advantages in its activities in the PICs but continuity of technical support with specific framework and clear outcomes and target milestones over time need to be established. When taking into account the ILO Suva's capacity and expertise available, the overall performance under this category is **satisfactory** (scoring 5).

Criteria 2: Partnerships, strategies and inter-agency relations
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- The country programme for PICs based on outcomes identified have continued to address the capacity gaps of the constituents however it is difficult to establish whether the ILO's support has opened entry points for constituents' active involvement. It was not clear either whether all the country outcomes reflect a consensus between the country and the ILO on decent work priorities and areas of cooperation.
- The relation between ILO and the constituents appear to be varied country to country. FTUC and FEF expressed their appreciation to ILO support in building their capacity through several opportunities to participate in tripartite workshops, employers' workshop etc. Minister of Commerce, Industry and Employment, Solomon Islands interviewed noted that participating in the ILC in 2007 was an eye opening for SI. However the Minister noted that ILO responses have not been timely in certain areas.
- Although the long-term technical support that the ILO provided to the review of labour law in PICs have been highly valued by the tripartite constituents e.g. the Fiji Employment Relation Bill, the Solomon Islands' draft labour legislation, the constituents in Solomon Islands and Kiribati interviewed note that the progress in their country has been slow. Vanuatu National Workers Union and Kiribati Trade Union Congress (KTUC) representatives also appreciated and are satisfied with ILO assistance. The review team also noted that the constituents often referred to the ILO technical assistance provided to them before 2006 rather than the support the received in the past two year.
- To a large extent, ILO Suva maintains good relations with constituents particularly in Fiji but relies very much on personal relationships (mostly at the high level – political and senior level), rather than institutional arrangements. Often, the message and information do not flow from senior level to operational level (FEF) though this is also internal problem of the social partners themselves.
- For other island countries e.g. Kiribati and Samoa, Solomon Islands, the issue of the continuity of engaging with social partners has been raised and some expressed that they received very minimum ILO support and progress has been slow. Constituents in PNG, Solomon Islands and Kiribati also suggest that ILO should improve its communications (in terms of frequency, channels, and timely) to constituents.
- An ILO constituent in Samoa also raised the issue of how to tap ILO support and raised concerns on the slow progress in regard to the new youth employment project. Awareness about the ILO is still quite poor in Samoa e.g. a senior official from Ministry of Education interviewed, has never

heard of ILO before. There is a need to raise awareness of DWCP and ILO at all levels of key stakeholders at national level of PICs.

- The ILO has always involved the constituents in its activities at the country and sub-regional level, but the constituents still has not yet been quite actively involved in the formulation and implementation of the DWCP as a whole. In other word, constituents particularly workers and employers still have limited knowledge of DWCP, its strategies, process and procedures. The constituents' roles and responsibility for the DWCP formulation and implementation need to be clearly discussed and defined.
- Except in Fiji, ILO Suva relies very much on its focal person at the department of labour to coordinate its work in the countries where ILO is a none-residence agency. This mechanism seems to function to certain extent but it should be strengthened particularly on issue concerning its collaboration with other UN agencies.
- In terms of relationship between ILO and other UN agencies and ILO operational coherence between ILO's actions and UNDAF's – this areas need improvement. Staff and resource constraints of ILO Suva have implication on ILO unable to participate effectively or to take leadership roles in UN country programming both in Fiji and in other PICs. In term of relationship with donors, some donors representatives e.g. NZAid in Samoa interviewed noted that she did not know that ILO has its activities in Samoa. UN RC of Samoa noted that she was not consulted/ informed about the new ILO youth employment project as UNRC has to coordinate the matters with the government. One of the problems is that ILO has not been able to participate sufficiently in the UN agencies country programme meeting held regularly in Samoa to share information.

Summary: The level of institutionalized/ organized tripartite mechanism of PICs and the lack of presence of ILO office in those countries are two important factors affecting the partnership between ILO and its constituents. ILO's relationship with constituents, inter agency relationship is thus considered **moderately satisfactory** (scoring 4).

Criteria 3: Managing for results

- There are several outcomes to be addressed under DWCP for PICs with limited resources. Some outcomes identified in the SMM/IP however seem to be rather low level outcomes. This was partly because there was a lack of understanding of the definition of 'outcome' and "outputs" among ILO staff at different level.
- The DWCP for PICs has the total budget of approximately US\$ 1.65 million for staff cost and programming activities for 2006-07. The resources had thus been spread very thinly in trying to achieve several results in 6 countries.
- Strategic planning with constituents to identify outcomes, strategies and process of how to achieve, to verified, to monitor and to document the outcomes seem to be lacking and were ad-hoc.
- Although the monitoring plan is somehow in place with milestones set up until 2009, they are not so clearly defined in terms of the implementation of monitoring strategy, capacity, roles and responsibilities. The monitoring plan and work plan has not been used to help management to monitor the progress but was developed to fulfill formal reporting obligations.
- The monitoring tasks of the CP are divided between the two programme officers and the monitoring visits seem to be ad-hoc and no clear timeframe.
- Although there is evidence of effort made to ensure that results are sustainable by partner institutions (exit strategy), the mode of operandi is rather informal and ad hoc. There is not clear indication for the SIYB project in PNG to be sustainable although it is in its phase III. Commitment of government and internal conflict among personal of local institutions have apparently affected the original objectives of the project phase III to mainstream the SIYB into the local agency.

Summary:

The ILO should improve the mode of operandi of its programme in PICs in order to demonstrate the results over time. This can be done through better monitoring plan and enhance its capacity at the country level. The “manage for results” criterion has therefore received rather **unsatisfactory** (scoring 2) score and need much improvement.

Criteria 4: Efficiency and Adequacy of ILO organizational arrangement
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- ILO Country programme in Suva is led by a Country Director with three programme officers but one was on leave without pay for 10 months and has returned to work only in Nov 2007. Human and financial resource profile of ILO Suva and institutional support does not seem to change with the increasing number of member states (now 7 countries). The Director (ex-Director) was involved in all the tasks related to management, administration, finance and programming, monitoring and reporting.
- The two programme officers are given responsibility to backstop 3 country programmes each. However, the overall DWCP monitoring and reporting is largely done by the (ex) Director himself. The delegation of authority, task and responsibility are not always clear. Line of command apparently is very flat. All staff report directly to the Director. Programme officers seem not to be fully utilized to their full capacity and potential.
- Due to long term posting of the previous Director, the relationship between ILO (of the previous Director) and the tripartite constituents (Senior staff) became very personal which to some extent helped facilitate tasks but this needs to be balanced with the needs to strengthen the institutionalized relationship and partnerships between ILO and its constituents. Relying on one to one person too much could be counter-productive particularly in the context of political instability in Fiji.
- In other PICs ILO Suva appoints the Director or commissioner of the Labour department to be the focal point of ILO. There are number of concerns raised by other social partners e.g. Solomon Islands Chamber of Commerce, that they do not get information from the department of labour in a timely manner and propose that the ILO send information to them directly. Some project information e.g. information in regard to MAPRH project in Solomon Islands also went directly to the SICTU without informing the focal point which is the department of labour. Constituents have also raised concern with on-time delivery of technical assistance and ILO communication on to requests raised by constituents. It was understood that the ILO could not always respond to immediate needs of the technical services as required by the constituents but the progress in several related issues in the PICs e.g. Kiribati, Solomon Islands have been rather too slow.
- Communication has been cited by Kiribati Chamber of Commerce to be a problem. The Chamber proposed that ILO should recruit a staff to be based at the Ministry of Labour to liaise with constituents because communications with ILO via phone/ email are still not very reliable in Kiribati due to electricity problem. KCC still needs to know about how to get support from ILO in a full picture and how to get access to Turin training etc.
- Apparently the technical support from SRO Manila has been minimum due to unavailability of expertise required e.g. employment specialist, social security specialist. Often, ILO Suva hired local/ international consultants (e.g. high court judge for labour law review, social security consultant) to provide technical support to ILO work in the Pacific countries). Technical support from workers specialist however is highly appreciated by the workers in PICs. Technical support request from RO Bangkok has been on labour marker information survey but the support has been very limited to none due to a workload of the experts in RO. The lack of coordination among different ILO offices also resulting in the constituents' unable to fully benefit from the ILO support and opportunities.
- Constituents interviewed, suggest that ILO should consider employing a liaison officer in each member countries to help monitor progress of the country programme and to build contacts and

relationship with constituents and other development partners. Though UN RC can represent ILO e.g. in Samoa but it may not be able to do effective job as UN RC is also overloaded and understaffed, the recent experience of UNICEF and UNFPA to hire a staff to represent their office in Samoa has proved to be very useful, according to the UNRC Samoa.

- Resource mobilization: In developing and implementing its programme of support to the PICs, the Suva Office operates within a constrained budget envelop, with none core functions dependent upon the availability of external financial resources. Within evolving aid modalities, the Office recognizes the need for more innovative approaches to developing its programme and is taking steps to identify alternatives for extra budgetary support. Suva Office has done a reasonably good job in mobilizing resources from donors and budgetary support from national governments. However, there are significant opportunities available to source funding for the DWCP from various regional and international agencies and donors. These funding can be tapped if Suva Office has sufficient in-house expertise to prepare project documents as well as engage with donors and agencies both on one to one basis and participate in various regional forums.

Summary: Overall, the DWCPs in 6 PICs are being managed from ILO Suva. This made rather low, the ILO visibility and presence in the 5 countries where ILO has no offices. In its current situation the ILO Suva does not have sufficient capacity (human resources, financial resources, and institutional back up) to serve 7 member states effectively. There is a need to review how to work more strategically and how to communicate systematically between ILO Suva and its constituents particularly in countries where ILO is not residence agency. The score is rather moderately unsatisfactory with the scoring of 3.

Criteria 5: Knowledge Management and sharing

- ILO Suva shares and provides the constituents regularly with relevant information, tools and publications, etc. via its mailing lists and via meetings and workshops. However, as earlier mentioned, there are no regular tripartite meetings between the Office and the constituents where progress and information in regard to the implementation of the country programme can be reported on a regular basis.
- Representatives of Fiji's workers and employers organizations are very knowledgeable of the DWCP but the awareness of the DWCP, and relevant information seem to be weakened among social partners in countries where ILO has limited programme activities and several miles away e.g. Kiribati.
- Although, ILO Suva has its website but it needs to be regularly updated and other traditional means of communications with constituents should also continue (via regular newsletter, letter, etc.) since telephone and internet facilities are still very limited and quite expensive in most PICs.
- The relevant Information about PICs national development plan, NPADW, and DWCP documents, are not consistently available in ILO Suva Office. Projects' information are also scattered and not well documented and filed. Lessons learned and experiences from previous projects are not evidently documented and drawn to feed back to the design of DWCP. Extensive knowledge and experience lies with the Director who has retired in Dec. 2007 but unfortunately not sufficiently documented.
- Knowledge of the PICs and knowledge of ILO among staff: PO needs to be more equipped with country information and current situation in the PICs in order for ILO (in particular the Suva Office) to be able to provide services to its members countries and to take advantage of opportunities/ events that are taking place in each country more effectively. Since ILO Suva serves as a 'regional office' for the Pacific region, the role of POs is very crucial. POs needs to be equipped with necessary knowledge and skills as they are the front line of contact to the constituents, they do represent the ILO in several UN agencies meetings (e.g. thematic working groups). It was found that knowledge about the ILO structure (RO, SRO, HQ technical units) and each unit's role and responsibility is not always clear and consistent among all staff.
- No centralized data and information sharing system among staff in the office. This is partly due to the frequent change of staff (4 secretaries in 5 years) and partly due to the unclear roles and

responsibilities among concerned staff which have made it difficult for the roles and responsibilities to be enforced effectively.

Summary: The lack of institutional or systematic documentation creates risk in reinventing the wheel. Knowledge management and communication will become very important particularly ILO Suva has rather limited staff capacity to serve 7 member states situated in rather long geographical distance apart. Taking into account all the efforts and limited capacity, the scoring under this criterion is almost moderately satisfactory 3.

VI. FINDINGS ON OPERATIONAL ASSESSMENT ON PROGRESS OF THE OUTCOME SPECIFIC FINDINGS

Outcome-specific findings regarding progress and performance are presented in Annex 1. It should be noted that there are no clearly defined outputs and performance indicators per outcome as such. However, efforts have been made to present information on the progress made against each criteria and self-scored by ILO Suva are also given for each criteria in comparison to scoring provided by the review team.

VII. CONCLUSIONS AND RECOMMENDATIONS

The performance of DWCP of PICs on general criteria of appropriateness and adequacy of DWCP design, outreach, partnership and implementation is as follows: -

- **Relevance, coherence and comparative advantage of the ILO:** The ILO has a relevant role and comparative advantages in its activities in the PICs but continuity of technical support with specific framework and clear outcomes and target milestones over time need to be established.

Recommendations:

- There is therefore imperative to find the most effective way to strengthen the ILO support to its constituents in the PICs,
 - There is a need for a results-based framework with clearly defined outcomes, outputs, milestones, and indicators of achievement. A work plan, monitoring plan and mission plan should be developed in consultation with the constituents.
 - The communication between ILO and the constituents in all PICs needs reinforcing through several means and possible channels.
- **Partnership, strategies and Inter-agency relations:** The ILO has not been able to adequately and timely respond to need of the constituents in 6 PICs and to the rapid changes (e.g. UN Reform) and emerging issues of the PICs due to its limited human resource capacity and lack of ILO presence in 5 other islands countries. Better communication and sharing of information to partners should be strengthened. There is room to strengthen the interagency relationship particularly with donors and other regional organizations in the Pacific.

Recommendations:

- Formalise relationships, taking them outside of personal relationships and placing in institutional agreements
- One of the strategies to strengthen the partnership between ILO and its constituents is by engaging/empowering the constituents at all level of the institutions where possible (from senior management to operation level) and minimize the personal level contact.
- Strengthening ILO Suva capacity to participate more effectively in the One UN process as well as in meeting the needs of increasing number of member states in the Pacific.
- Considering ILO Suva resource constraints, and an infrequent flight availability in the Pacific (which often resulted in unintended lengthy mission), all missions undertaken by ILO Suva staff needs very careful planning in order to make the most of the mission (checklist e.g. programme agenda, clear mission's purposes against the work plan, outputs of the mission, all partners to be informed in advance of the ILO mission, and mission reports must be systematically written, shared to all concerned, and

systematically kept in file). This will help to strengthen the relationship and improve coordination between ILO Suva and its constituents, and other UN agencies as well as strengthen its knowledge of the country situation on the ground.

- ILO Suva needs to work more closely with other UN agencies that have its office present in each country especially where ILO does not have national presence.
 - Capitalize on RC mechanism where UNDP and other UN agencies have its offices in countries where ILO does not have its office and find ways to regularly collaborate/engage with those representatives.
- **Managing for results:** The ILO should not only improve but also overhaul its programming in PICs in order to demonstrate the results over time. This can be done through better monitoring plan and enhance its capacity at the country level.

Recommendations:

- In line with RBM procedures of the ILO and guidelines for DWCP a clear programme logic needs to be developed with high-level strategies cascading to semi-structured levels of actions and outputs. Outcomes with associated baseline, progress indicators and targets as well as systems for monitoring and review need to be refined.
 - Annual DWCP work plan is required and should be prepared and shared with tripartite constituents.
- **The efficiency and adequacy of ILO Organizational arrangements:** Overall, in its current situation the ILO Suva does not have sufficient capacity (human resources, financial resources, and institutional back up) to serve 7 member states effectively. There is a need to review how to work more strategically in countries where ILO is not residence agency. How HQ, RO and SRO Manila can be better support to ILO Suva and how to improve internal coordination. A quarterly mission workplan to PICs will also improve internal coordination in organizing the technical services of the ILO. The ILO may consider appointing a full time Coordinator at the country level with authority and mandate to represent the Office.

Recommendations:

- Additional funds for core human resources in the Suva office particularly the deputy director post is an absolute necessary and welcome by all constituents.
 - Financial resource (e.g. monitoring missions to member states) has to be well planned and organized and managed very strategically based on the results. A quarterly mission workplan for all PICs will also improve internal coordination in organizing technical services of the ILO.
- **Knowledge management and sharing:** Knowledge management and communication will become very important particularly ILO Suva has rather limited staff capacity to serve 7 member states situated in rather long geographical distance apart. There is a need to improve central document sharing system within the office and

Recommendations:

- Need to develop proper data base and archives of previous ILO work in PICs and good practices. ILO Suva should organize its centralized filing system (electronically) so the staff can share common and updated information.
- There is a need to strengthen the capacity of ILO Suva to equip ILO staff particularly the programme officers with necessary knowledge and skills as they are the front line of contact to the constituents and other UN agencies and partners.
- Strengthen the knowledge sharing of ILO's good practices, tools and publication to constituents to different channel (regular newsletters, email updates, workshops, conferences etc.) on a regular basis

Other recommendations: -

A. Design of DWCP in PICs:

- ILO Suva should develop in consultation with the national tripartite constituents a medium term DW documents and set a clear target to be achieved over the period of 4-6 years. Each

country programme should be made very specific and take into account the available resources. Number of outcomes per DWCP per country should be minimum (not to exceed 3 outcomes).

- Ensure that outcomes are clearly defined as required by the DWCP Guidebook.
- DWCP PICs should continue to strengthen the capacity of the tripartite constituents and the DWCP should encompass the issues in the area of: -
 - *Labour market governance (labour standards and practices, social dialogue and tripartism, institutional capacity building of the constituents)*
 - *Labour market statistic*
 - *Employment creation for poverty reduction focusing on youth*
 - *Social security, social protection including emerging child labour problems*

Country	Specific national priorities/ needs
Fiji	<ul style="list-style-type: none"> ○ Labour administration and Social dialogue -ILO should continue to play its facilitating role in the process of social dialogue in PICs. In Fiji, ILO should help engage with the constituents in regard to the Employment Relation Bill as constituents will need to entangle with the Bill. ILO should assist in the implementation of the IR bill. ○ Employment –review and document the IHRDPEP project ○ Capacity development for tripartite partners
Samoa	<ul style="list-style-type: none"> ○ Development of Private sector and modernizing of Labour Standards (review of Labour and Employment act 1972 to be aligned with ILO Conventions, OSH Acts need to have regulations etc.) ○ Skills development (through the SQA and the new youth employment programme –however this should be under the Talavou framework) (SQA needs institutional strengthening. It needs to have better labour market information and national database) ○ Strengthening capacity of tripartite partners (Institutional building for the trade unions and employers organization, tripartite mechanism needs to be established and meetings needs to be organized, workers must to understand their rights, and employers to be involved in all the process, awareness on the core conventions) ○ Ratification of ILO core conventions – need ILO support to ratify the ILO core conventions (link to the review of labour laws)
PNG	<ul style="list-style-type: none"> ○ Social dialogue (Assist in reactivating the NTCC to address pending issues e.g. IR Bill, minimum wage etc. ○ Labour laws review – ILO to continue providing guidance on labour standards, finalization of the IR Bill. ○ Employment and skills development - review the current SIYB project and the factors affecting its sustainability and explore possibility for funding to design a new project. Need help to define policy direction on skills that can be taught in school? Youth employment ○ Social security and protection - HIV/AIDs Workplace policy, a study on the health insurance scheme ○ Capacity development for tripartite constituents particularly for TU on labour standards, one UN
Vanuatu	<ul style="list-style-type: none"> ○ Labour administration and review of labour legislations ○ Youth employment – Should focus on the informal sector because formal sector is small to absorb employment. A follow up mechanism should be built in to link it to vocational skills training certificate. ○ Capacity development for tripartite constituents – including the awareness raising for members of employers and workers' organization on new labour legislations and its implication, monitoring and evaluation of DWCP, explore possibility to facilitate linkage of Vanuatu TU, employers union to NZ TU, employers in order to promote sharing of knowledge and information.

Country	Specific national priorities/ needs
Solomon Islands	<ul style="list-style-type: none"> ○ Labour administration and a review of labour legislations and the ratification of core ILO conventions – most labour laws and administration are outdated and needs ILO support to review them ○ Social security – A study required on the annuity, min. wage also being discussed ○ Youth employment – skills and vocational training for school leavers, national qualification standards should be developed ○ Capacity development for tripartite constituents – on core labour standards
Kiribati	<ul style="list-style-type: none"> ○ Labour standards and social dialogue –need a consultant to help incorporate ILO comments into the draft bills, awareness raising/training on the new legislations to all concerned before the bills coming into effect; awareness raising on social dialogue. Need ILO support on reporting on the ILO ratified conventions. ○ Labour market information ○ Social security – social security to be approved by Government and to be effective. ILO should continue its assistance to implementation of the social security bill. Assistance to make social security reach self-employed workers. ○ Capacity development for tripartite partners – strengthening the institutional knowledge, awareness raising on workers rights to all KTUC members, monitoring and evaluation of DWCP

- The new DWCP should take into consideration some important external factors/ and risks: -
 - Leadership culture rather than entrepreneurship culture is another important factor to take into account when designing programmes particularly programmes related to employment and livelihood for the Pacific countries.
 - In the longer term, the ILO's programme environment in the PICs will remain prone to high risk due to the political instability in the region (Fiji, Solomon Islands, PNG) and the effect of climate change on the PICs.
 - PICs particularly Fiji, Vanuatu, Samoa are facing problems of migration of skilled workforce to Australia and New Zealand. Urban to rural migration is also increasing particularly in Fiji. Therefore the informal economy is expanding including problems related to child labour is on the rise.

B. Implementation, Monitoring and reporting Process of the DWCP

- RO, SRO Manila should support ILO Suva in annual work plan, monitoring plan (including missions plan, major events) for the entire Pacific sub-region under its jurisdiction and use them as strategic management tools.
- ILO Suva should initiate a performance monitoring schedule for the DWCP of all PICs and engage the constituents in the process.

C. Strategies for future DWCP of PICs

Although there are several constraints in the PICs, the opportunities do exist. Some opportunities are as follows: -

- High commitment of PICs Governments in pursuing for the DWCP. This is quite evident in the case of government of PNG.
- Capacity of Department of Labour, Solomon Islands could be improved due to a new structure of the Labour division planned for 2008-09 fiscal year.
- Ministry of Labour and Industrial Relations, PNG also has its corporate development plan aiming to ensure fair/equitable employment, human resource development including capacity development for their work in the provinces and labour management/ social dialogue and labour administration. Restructuring is on-going and the new structure will cater for decent work at provincial level.

- The current political climate between government of SI and RAMSI could make the role of UN agencies more prominent.
- UNDP welcomes ILO Decent work agenda particularly on social protection as it is a cross-cutting issue. In Samoa, UNDP is working on an integrated framework on Trade and willing to have ILO as one of its partners. UNDP also needs advisory services from ILO (not so much on funding) on issues that ILO has comparative advantages.

Capacity development for the ILO and for the constituents

- ILO needs to review its Pacific sub-regional strategies by strengthening its institutional capacity of Suva Office. Labour Standard and Employment specialists are the most needed. ILO has prospects in terms of the scope of interventions lie on its comparative advantages however this is subject to political stabilization in the region.
- ILO should set up a pool of technical support for the Pacific Islands countries. Support from SRO Manila, Bangkok and HQ need to be more well coordinated, concrete and outcomes oriented.
- Enhance the relationship with regional agencies and donors. There is scope to engage more with UN agencies, donors (AusAID, NZAID, EU, Japan, China, France) and regional institutions (PIFS, SPC, and ADB) on division of programming specialization and related responsibilities.
- ILO should provide more training and awareness raising for workers and employers' organizations particularly on the concept of DWCP, fundamental principle and rights at work, and results based management.
- Systematically document lessons learnt and experience from projects(e.g. IHRDPEP, SIYB, social security, MAPRH, Youth employment etc.) and feed it back to the design of the DWCP, TC projects, and new interventions

Communication and advocacy on DWCP

- Communication and coordination with constituents in all PICs needed to be strengthened. Formal mechanism and clear roles and responsibility should be set up (both internal ILO and with constituents) and regular monitoring missions should be planned with the tripartite constituents in order to maximize each visit.
- Facilitate the sharing of ILO good practices, tools and possible model for replications to the employers and workers' organizations.

Resource Mobilization

- ILO's role and its comparative advantages and contributions are rather unique and it can make significant impact in PICs. This can be increased through further resource mobilization. There are opportunities available to source funding for the DWCPs from various regional and international agencies and donors. These source of fundings can be tapped if the Suva Office has sufficient in-house expertise to prepare project documents as well as engage with donors and agencies on one-to-one basis as well as through participation in various regional forum.
- There are channels to raise funds with major donor e.g. AusAID through its new private sector development project. There is also a possibility to work in collaboration with AusAID in future particularly on issue in regard to labour rights, job creations and skills development.
- ILO should also engage Ministry of Finance of PICs because some donors e.g. NZAID work in partnership with the Ministry of Finance. The donor can provide funding to PICs government to work with the ILO on specific issues if the governments seek ILO assistance though NZAID may not be able to provide direct funding to ILO.

- ILO should explore the opportunity to get funding for the Pacific Islands regional project. At the regional level there is a possibility for both AusAID and NZAid to provide direct support to ILO through regional projects on thematic issues e.g. education, health, governance, law and justice, human right response to crisis etc.
- ILO should set a goal for local resource mobilization and take advantage of the recent donor mapping exercise to expand this into a Resource Mobilization Action Plan for PICs.

Local Representation in PICs where ILO is not residence agency

- The ILO should consider appointing a full time Coordinator at the country level with authority and mandate to represent the Office, to liaise with the constituents and to monitor and follow up the DWCP in the countries where ILO has no offices².
- The ILO should initiate a dialogue with the Pacific Islands Forum Secretariat to seek an “Observer” status within the regional forum grouping (other UN agencies and international/regional institutions have similar status)

VII. ANNEXES

²The national coordinator to be appointed under the Youth Employment Project will help improve the ILO visibility in some PICs (Solomon Islands, Kiribati, Vanuatu, and Samoa) but the focus is still on the youth employment project not the entire DWCP.