



Pacific Centre

Workshop Report

Sub-Regional MDG-based workshop for North Pacific Countries

Pohnpei, Federated States of Micronesia, 26 - 29 June, 2007



Partners in achieving prosperity and stability in the Pacific

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Introduction

As a follow-up to the regional MDG workshop organised for 15 Pacific countries by the UNDP Pacific Centre in October 2006, a sub regional workshop on integrating the MDGs into planning, costing and budgeting processes was organised for the North Pacific countries of the Federated States of Micronesia - Chuuk State, Kosrae State, Pohnpei State and Yap State, Kiribati, the Republic of Marshall Islands and Palau from 26-29 June 2007 in Pohnpei, FSM. About 65 participants attended the workshop, including government representatives from Ministries or Departments of Planning, Budget or Finance, Health and Environment from Kiribati, Palau and RMI as well as the four states and federal administration of the Federated States of Micronesia. Representatives of CSO/NGO were also present. A special effort was made to include at least 2 representatives of civil society organisations from each country, and one from each of the FSM States. Representatives from the Small Islands States Unit of the Pacific Islands Forum Secretariat, based in Kiribati, Marshall Islands and Palau were also invited by the UNDP Pacific Centre to broaden its partnership and collaboration with PIFS.

The objectives of the workshop were to:

- (a) build upon the foundation established in October 2006 by looking at MDGs and poverty data for progress monitoring and reporting in individual countries;
- (b) introduce some of the planning, needs assessment and costing tools developed by the UNDP Regional Centre in Colombo in collaboration with the UNDP Bureau for Development Policy, and how they can support policy development for the achievement of the MDGs in Small Islands Developing States;
- (c) address the linkages between poverty, energy and environment issues in the North Pacific, including the need for a national integrated approach in disaster risk reduction;
- (d) identify national responses to HIV from a rights-based approach;
- (e) strengthen the planning and budget frameworks by reviewing the process of putting together an MDG-Based Plan or MDG-based National Development Strategy, including monitoring and evaluation, and the linkage to sectoral plans;
- (f) strengthen the budgeting process at national level, including outcome or performance-based budgets.

The workshop was organised by the UNDP Pacific Centre in collaboration with partners from the UNDP Regional Centre in Colombo, the UNDP Regional Centre in Bangkok, the UNDP Caribbean SURF, UNESCAP and the Pacific Islands Forum Secretariat.

Opening of workshop

The workshop was officially opened by the Vice President of the Federated States of Micronesia, Honourable Alik L. Alik, with the opening ceremony being facilitated by the Chairman of the MDG Commission of FSM, Dr. Ruffino Mauricio. The Vice President emphasised the importance of this meeting for the North Pacific countries, and expressed appreciation to UNDP that the meeting was held in Pohnpei, FSM, thereby enabling many participants - both from the State and Federal level - to participate. The workshop was deemed to be timely because of the need in FSM to link planning and budgeting with the Strategic Development Plan, and FSM's commitment to put greater emphasis on linking planning and budgeting, and addressing the nexus among education, health and environment. It was felt that by bringing the meeting to the North Pacific, the meeting would better address the challenges of Micronesia

in meeting the MDGs. David Abbott, Macro Economist and Team Leader of the MDG Team at the UNDP Pacific Centre, in his welcoming remarks, highlighted that this sub-regional MDG meeting built upon the regional workshop held in Nadi for 15 Pacific countries in October 2006. The objectives of the sub-regional workshop for the North Pacific were to help strengthen the skills, knowledge and capacities of planners, budget officials and sector specialists as well as representatives from the NGO / CSO community in increasing the coherence between evidence-based policymaking, planning, costing and budgeting. The workshop was also meant to improve coordination among the various agencies in planning, priority setting and budgeting processes so that real progress can be achieved towards meeting countries' national development goals, including the MDGs. UNDP recorded its appreciation to the Government of FSM for accepting to host the workshop, and thanked the members of the MDG Task Force for their support in organising the meeting.

Day 1 set the scene for the workshop by laying a foundation on how national development goals and the Millennium Development Goals (MDGs) can be integrated into national policy-making, planning and budget frameworks.

Session I -

Objective: To better understand poverty and MDG trends in the context of national development efforts in the North Pacific countries

MDGs monitoring and reporting in the North Pacific, Carol Flore-Smrecznik, UNDP Pacific Centre

The presentation looked at the Millennium Declaration as a context for the MDGs, highlighted the interconnectedness of the goals, and looked at progress achieved on each MDG in the four North Pacific countries. It was noted that the MDGs are a minimum threshold of human development. The presentation highlighted the centrality of MDG 3 to achievement of all the goals, and brought out the synergies between human rights frameworks and the MDGs. Generally, despite progress in some areas (education, maternal health, etc), the North Pacific is struggling to maintain development gains, and countries have made insufficient progress to be able to fully achieve the MDGs in the next 7 years. Areas needing significant improvements include improving completion rates at primary school, reducing infant mortality, addressing the low representation of women in political decision-making, tackling vulnerability to HIV and improving sustainable access to improved water sources and sanitation. The multiple roles of CSOs in the MDG framework were also discussed. The link to MDG-based planning, costing and budgeting was made by encouraging countries to determine what, and how much, is needed to achieve long term development objectives which inform policy strategies and budgetary allocations, using the MDGs as framework.

The presentation on Monitoring the MDGs in the North Pacific was followed by country presentations on

- (a) the constraints faced by countries in producing a National MDG Report;
- (b) whether the planning and budgeting process allows monitoring of progress towards development, including on the MDGs.

Palau indicated that while data is available on 26 MDG indicators, there is insufficient data on the remaining indicators. A key challenge is to be able to reconcile data from external sources (ADB, SPC, others) with data produced from national systems,

highlighting the need to strengthen capacities to better manage existing national data systems. In terms of integrating the MDG framework into planning, the Master Action Plan 2020 was prepared before the Millennium Summit took place. However, the planned review of the Master Action Plan 2020 presents an opportunity to integrate the MDGs and other development indicators into the planning and budgeting frameworks. This includes facilitating the formulation of the National MDG Report (a draft is already in progress) and the National Sustainable Development Strategy. The Statistics Office and the Bureau of Budget and Planning have recently completed National Accounts and HIES which will be incorporated into the MDGs and NSDS as well as update SPC's database. The Bureau of Budget and Planning is the Secretariat of the MDG Task Force.

Kiribati indicated that most of the data relating to the MDGs are available. However, there are issues on the timeliness, quality, readability and disaggregation of data. UNDP is providing support to prepare the first National MDG Report through the provision of two national consultants. Kiribati is in the process of reviewing their current National Development Strategy (NDS) and formulating the new NDS 2008-2011. The formulation exercise, which is expected to be consultative in nature, will provide an opportunity to integrate the MDGs and align the new NDS with the Pacific Plan. Support is needed to finalise the MDG Report through a consultative process, as well as for the review of the NDS.

The Federated States of Micronesia set up an MDG Taskforce chaired by the Department of Health and Education in 2004. A National MDG Report has been drafted, based on the census of population and HIES as the primary sources of data for social statistics. The FSM Government is required to fulfill performance based planning and budgeting under the Compact agreement with the US Government. This is the framework for monitoring and budgeting the Master Action Plan and reporting on the Compact to the US Government, with MDG indicators feeding into the Master Action Plan. Challenges include the need to develop the capacity of line ministries at the state level for the data collection and collation process and the need for a streamlined process to collect and analyze data at the state level so that it feeds into a centralized planning and reporting process at the national level. Support is needed to analyse the Census and HIES data, and define poverty in the local context recognising that the global definition of US\$1 per day may not be entirely applicable.

The Republic of Marshall Islands drafted its first National MDG Report in 2005 but it has not been endorsed by Cabinet. The Report highlights the following findings: high female drop-out rates at the secondary and tertiary levels, low representation of women in elected government positions, a dramatic rise in STDs in the under 34 year old population with concurrent increase in HIV/AIDS cases, high incidence of communicable diseases and lifestyle and sanitation-related diseases, unequal levels of development and access to services between the rural and urban areas, poor access to safe drinking water in rural and urban communities, low access to sanitation and solid waste disposal services, particularly in the crowded urban centres, and unsustainable reliance on ODA. The follow-up strategy encompasses the need to develop and implement a poverty alleviation strategic framework with a poverty definition and indicators appropriate to the RMI context, improve human resources and management capacities with appropriate infrastructure support and resources to target national priorities in a cost effective approach, increase development efforts and services to rural areas and outer islands, support private sector development, and enhance civil society participation in poverty alleviation policies and programs.

MDG 1: Definition and trends of poverty in the North Pacific, David Abbott, UNDP Pacific Centre

In his presentation on poverty definition and incidence, David Abbott looked at the characteristics of poverty from a material and non-material perspective and suggested that a definition of poverty as hardship may be more appropriate for the Pacific region. In looking at the measurement of poverty and hardship, quantitative indicators such as poverty lines and incidence, the MDGs, other country-specific indicators, and household characteristics of the poor were identified. Measuring and analysing poverty enables the identification of the poor, helps to determine the causes and characteristics of poverty which can inform the design of poverty alleviation interventions. The importance of pro-poor policy to break the poverty cycle was discussed, as well as the need to ensure pro-poor and equitable growth so that proceeds reach the most vulnerable groups. The presentation outlined that original estimates of national poverty lines and poverty incidence have been calculated for FSM, Kiribati, Samoa, Tonga, Tuvalu, Fiji, Solomon Islands, with on-going or planned support for analysis of current and new surveys for Kiribati, FSM, RMI, Palau, Cook Islands, Nauru and Vanuatu. While Kiribati showed a high incidence of poverty at national level, FSM showed significant variation in basic needs poverty levels between states. It was also noted that in general, inequality appeared to be increasing in the North Pacific.

The presentation generated considerable interest and discussions on inequalities and how these can be addressed, particularly in small atolls such as RMI, or in households in FSM. Countries expressed the need for capacity strengthening so they can make better use of available data to better understand inequalities, and identify options for redress.

Session 2 -

Objective: Practical steps to integrate the MDGs into planning and budget frameworks

Integrating the MDGs into National Development Strategies: What do they look like?, Degol Hailu, UNDP Caribbean SURF

The presentation by Degol Hailu outlined what an MDG-based development strategy looks like, as well as the steps involved in its formulation. By using Suriname and Ethiopia as case studies, he demonstrated that integrating strategies with the MDGs is linking where countries want to be with how to get there. MDG-based strategies provide opportunities to highlight poverty issues and address data gaps by undertaking poverty profile, diagnosis and analysis. The data is then used to identify the poor and link strategies, particularly growth and growth sectors, to the target groups. MDG-based strategies work best when they are country driven and foster interactive participation. A common approach is to develop an MDG matrix, localise the targets, before determining policies, costing and spending plans. In the absence of data, the matrix can be completed using proxies. Addressing capacity needs and linking interventions to expenditure frameworks is part of the process. It is critical to have a monitoring system to know if the strategy is producing expected results. The benefit of process monitoring is that corrective measures can be taken as bottlenecks are identified during the process.

Group work

The presentation was followed by group work to determine the difficulties of developing an MDG-based plan in the North Pacific context, as well as solutions which can be applied. The exercise examined how planning processes in each North Pacific country needs to change to ensure an NSDS approach.

Statistical Capacity

Delegates recognised that countries in the North Pacific region require improved data collection and analysis. The traditional techniques such as periodic census, Household Income and Expenditure Surveys (HIES) are currently used to track progress in the achievement of MDGs. However, existing statistical capacity for poverty diagnostics and analysis is inadequate. Dissemination of existing data is also insufficient, mainly because the data is scattered among line ministries, non-governmental organisations and development partners.

Policy recommendations include the centralisation of data; improving storage; regularising census and surveys as well as considering less costly alternative data capture techniques. As the Caribbean experience shows, small island states would benefit from the Core Welfare Indicators Questionnaire (CWIQ). The CWIQ is:

- Easy to administer at short notice and less costly for yearly comparisons of household status, costing between US\$20,000-US\$25,000
- Takes less than 30 minutes per interview,
- Able to complete a nationally representative sample within 2-3 weeks and a report in another 3-4 weeks
- Able to complete a larger sample to provide reliable sub-national estimates in a month (between 1,500-2,000 interviews).

Building the capacity - particularly analytical capacity - of statisticians in line ministries and statistical bureaux tops the policy agenda. However, as in other developing countries, there is an outflow of professionals from developing to developed countries. There is a need to introduce policies and strategies to tackle the brain drain. These may include changing incentive structures and the use of capital-intensive techniques such as introduction of technology that partly substitute for human resource deficiencies.

Social Services

Maternal mortality in FSM, for instance, stands at 40 and child mortality at 12 per 1,000 live births. These are attributed to poor health services; inadequate nutritional intake; and the absence of family planning facilities, especially for pregnant women. For example, one documented problem is associated to those living in remote places - well away from health centres and clinics. Rapid rural to urban migration is also putting pressure on the provision of social services in the urban centres. Improving health infrastructure and training of health professionals is urgently required to address maternal and child mortality for the achievement of MDGs.

Youth Employment

Participants noted that youth make up a large proportion of the population in most islands. This makes youth employment and sustainable livelihoods priority areas for policy interventions. Most urgent is the need to establish vocational training services and the expansion of the private sector to absorb the “reserve army of the unemployed youth.”

Financing MDG-based Strategies

Although some resources can be mobilised from domestic sources, donor funds remain critical for the achievement of MDGs. The first challenge is to establish equal partnership with donors. The second is working out long-term exit strategies – moving from donor dependence to self-reliance in financing development. Self-reliance is related to the capacity of the state to collect taxes and broaden the tax base as well as increasing the level of economic activity for future tax revenue flows.

Possible Interventions for UNDP and Development Partners

- Take stock of existing data on poverty and MDGs; improve storage and dissemination
- Support the regularisation of surveys
- Introduce the CWIQ methodology to fill data gaps
- Partner with CSOs and government agencies to improve family planning services
- Support the establishment of vocational training for youth

From national strategy to sector plans: why a longer term vision must be translated into strategic objectives, David Smith, UNESCAP

The presentation by David Smith outlined the linkages between national strategies, sector plans, budgetary allocations and development outcomes. Many PIC governments find difficulty in translating their national strategies into activities, projects and programmes funded through the government’s own budget or by development partners. Many reasons for the lack of linkage between national strategies and budgetary allocations were highlighted including the lack of coordination across governments; the sidelining of a national strategy; lack of national ownership of the strategies; and lack of capacity in planning offices. Similarities and differences between development plans/strategies of various PICs were outlined. Key recommendations to improve linkages between national strategies and budgetary allocations were that PICs should prepare ministry corporate plans to provide an easily understandable link from the national strategy to government activities; and that monitoring of national strategy implementation provides a valuable means to ensure that key policy priorities are addressed.

How to Prepare MDG based Plan or Strategy, Yuba Raj Khatiwada, UNDP Regional Centre Colombo

Developing MDG based development strategies requires high-level political commitment; it has to be nationally-owned and integrated into on-going processes; it

should be transparent and inclusive with participation from key actors; and it has to be regularly reviewed. The MDG based planning process has the following steps:

- (i) launching the process with institutional set up;
- (ii) adapting the MDG targets, reviewing existing plans, and establishing baselines;
- (iii) undertaking MDG Needs Assessment (NA) and Costing through 2015;
- (iv) developing macroeconomic framework, policies, and financing strategy;
- (v) preparing MDG NA based Development Strategy; and
- (vi) drafting 3-5 year Plan and preparing MTEF to operationalise the process.

MDG based planning is a bottom up approach of identifying interventions with targets specifically set, unit costs worked out and total cost for achieving the target estimated. All types of inputs or resources like financial, human and infrastructure related ones are identified and costed. Key challenges for MDG based planning include building capacity in the government to undertake intensive MDG NA and costing and to institutionalize it; integrating existing sector strategy, plan and credible programs into the MDG NA based plan or strategy; and developing synergy among all development partners to prepare and own the plan or strategy.

Countries showed considerable interest in the three presentations on MDG-based planning as well as the MDGI concept, and wanted to know how they can receive support. Since the MDGI is demand-driven, it was explained that requests have to come from the countries through the UNDP Country Office.

In terms of aligning NSDS with the MDGs and the Pacific Plan and reporting:

- Marshall Islands indicated that they are required to report to National Parliament on their mandate, and on performance-based budgeting.
- The Planning Office in Kiribati reports to Cabinet every six months, and relies on line Ministries to report to Planning Office for inputs, but this does not always happen.
- Palau will start reporting now.
- FSM is required to submit quarterly financial report and annual report.



■ Presentation By Nuntaake, Tokamauea, Ministry of Finance and Economic Development, Kiribati.

With the rationale for the workshop being costing and budgeting, Days 2 and 3 looked at how policy interventions to achieve the MDGs can be costed by introducing the costing tools on education, health, HIV, energy and environment, and illustrating how the tools can support policy development, including pro-poor policy.

Session 3 -

Objective: To look at the characteristics of pro-poor policy and pro-poor budgets

What constitutes pro-poor policy? Why are these important for achievement of the MDGs?, David Abbott, UNDP Pacific Centre

Pro-poor policies aim at targeting those who are most disadvantaged in income, opportunity or hardship so as to lead to an increase in the income levels of the poor faster than the average rate of growth in income as a whole. Evidence suggests that growth has not always been pro-poor - or at least not sufficiently pro-poor to make a real impact on poverty and MDGs. Generally, policies about pro-poor growth are labour rather than capital intensive, and this benefits PICs as most countries have a relative abundance of unskilled or low skilled labour, mostly in agriculture and fisheries in the atoll countries. Growth is a necessary but insufficient condition for poverty reduction if it does not improve income for or reduce inequalities among the poor. Growth and human development are mutually reinforcing. In this regard, the MDGs help to promote growth and improve human indicators. Policy issues where there are weaknesses in the Pacific include low rates of economic growth, high rates of population growth, poor standards of governance, weakening of family bonds. The impact of economic reforms may not have been pro-poor, and there is a need to think about the impact of these policies on vulnerable groups in atoll islands and address the enabling environment.

MDG Needs Assessment and Costing Methodology, Yuba Raj Khatiwada, UNDP Regional Centre Colombo

The major objective of MDG NA and Costing is to answer the question “what will it take to achieve the MDGs?”. This implies translating long-term goals into operational targets and developing a strategy for increasing “absorptive capacity”. Other objectives are to strengthen coherence between planning and budget processes; provide a monitoring and accountability framework; and support the national policy dialogue and negotiations with development partners. The guiding principles of MDG NA include identifying all interventions that require full or partial public financing, estimating both capital and operating costs for all sectors, undertaking total - not incremental - costing (financial cost, not economic costs) and addressing “absorptive capacity” constraints through investments in human resources, infrastructure and management systems.

The steps for MDG NA are:

- (i) identifying interventions,
- (ii) specifying targets for each intervention,
- (iii) estimating resource need, and
- (iv) checking results for consistency and credibility.

The tools available for MDG NA are for Agriculture, Education, Health, Gender, Water and Sanitation, Energy, Environment, Transportation, and HIV/AIDS. A two pronged approach is followed to incorporate cross cutting issues related to Gender, Environment, ICT (information and communication technology), and CD (capacity development) under MDG NA:

- (i) mainstreaming gender, ICT, CD, and environment interventions in sectoral NA and costing and
- (ii) costing separately additional interventions for the cross cutting, policy and institutions related areas. Governance related issues are built in the NA process whether or not they are additional country specific goals.

The two presentations generated questions about the role of traditional leadership in policy making, planning and budgeting, and the interface with a democratic government, given that churches have made significant contributions to social development in the North Pacific. It was recognised that the role of traditional leaders is not well defined, and that churches have an advisory role but are not part of the decision-making process. The preservation of culture was deemed to be important, particularly for the conservation and use of resources.

In Palau, the separation of powers between government and traditional leaders is well defined. Churches contribute significantly to children's education, as four of the five high schools are church-run with only one public school. The state (Koror) does not wish traditional leaders to be involved in the running of the affairs of the country. Therefore traditional leaders have an advisory role.

It was noted that local level governments lack absorptive capacity to take on the responsibility of national government with respect to primary education and economic development projects. The limitation of local governments means that there is no capacity to do what needs to be done, and more support needs to be received at grassroots level.

Countries agreed that the process of land reform and land ownership has to be handled sensitively, with governments engaging with churches and other stakeholders.

Session 4 -

Objective: To look at how policies in the health sector can be costed

Health Sector Needs Assessment, Yuba Raj Khatiwada, UNDP Regional Centre Colombo

Reaching the health MDGs will require, among others, investing in a health system that can deliver quality essential health services to all of the population. Individual disease-focused programs should not be viewed on a stand-alone basis but should be considered as part of a larger basket of essential health services. Estimating resource needs, therefore, requires a rigorous evaluation of the costs of establishing and maintaining a functional health system.

The Integrated Health Tool used for health sector MDG NA and costing is a planning and budgeting tool. It is goal-based, anchored in Health System including facilities,

addresses supply and demand issues, and is flexible for adaptation. The Integrated Health Tool has the following components:

- (i) Health System,
- (ii) Commodity Supply System,
- (iii) Maternal and Reproductive Health,
- (iv) Child Health,
- (v) Malaria Prevention and Treatment,
- (vi) Tuberculosis Treatment,
- (vii) HIV Prevention and Treatment.

Health sector interventions should be seen not as isolated programs but as an integrated set of health services provided through a strengthened system of health care delivery. Each country will need to adopt specific numeric outcome targets to guide its MDG health strategy. As health MDGs offer no specific guidance on coverage levels for health services, the overall aim should be to achieve universal coverage of essential health services (or “essential health package”). While undertaking a Needs Assessment, the following costs have to be included:

- (i) direct intervention cost,
- (ii) human resources cost,
- (iii) infrastructure cost, and
- (iv) health systems strengthening cost. HIV/AIDS related cost could be costed separately or in an integrated way within the overall health system.

The discussions highlighted the health costing tool as an effective tool which can improve the way health care delivery is done and managed in Marshall Islands, as it can help measure the effectiveness and quality of health care delivery. FSM noted that there is a discrepancy between what the current cost of health care is, and what it should be. Therefore, the tool can help to better calculate the cost of health care delivery, as it covers basic health services to effect coverage to all citizens. It was pointed out that data collection is important for needs assessment, monitoring and evaluation, as well as reporting. If there is no data system, it needs to be created, looking at whether the need is for human resource or infrastructure. If the system exists, it may need strengthening. Countries also wanted to know how they can receive support and training to make better use of the tools.



■ Palau participants during a group exercise.

HIV/AIDS and MDGs in the North Pacific and the Costing Tool, Kazuyuki Uji, UNDP Regional Centre in Colombo

The spread of HIV could greatly threaten the achievement of all MDGs. It does so by driving people into poverty, affecting the demand and supply sides of education, leading to deteriorating health, disempowering women and reducing the fiscal space of the government for national development. Fortunately, HIV has yet to take a strong foothold in the Micronesia region. However, the region has factors of vulnerabilities to HIV, which could lead to an explosive epidemic if not acted upon while the window of opportunity is open. The critical factors include (1) high mobility; (2) young population structure; (3) low condom use; (4) high prevalence of sexually-transmitted infections; (5) strong stigma and discrimination against people living with HIV; and (5) limited access to HIV-related services due to geographical challenges.

In partnership with UNAIDS, UNDP has developed a tool to assist governments to estimate the total cost of comprehensive HIV/AIDS responses in the context of achieving MDG 6. The MDG-consistent HIV/AIDS Costing Model (MHM) employs a target-based approach that can help generate commitment and accountability as well as facilitate policy discussions and monitoring of progress. MHM offers a user-friendly and flexible interface for easy customisation to reflect the unique circumstances of each country.

Rights-based responses to HIV in the North Pacific, Suki Beavers, UNDP Pacific Centre

People living with HIV (PLHIV) have human rights and PIC governments have responsibilities. Consequently, rights-based approaches to HIV are the right thing to do, and they are more effective because discrimination, stigma and criminalization will feed the epidemic and potentially have drastic socio-economic consequences for the North Pacific. HIV is different from other diseases in that it is a development, gender, economic, political, community and human rights issue, and requires prioritization now and multi-sectoral responses. The inter-relatedness between HIV and all the MDGs was noted, as well as the consequences of stigma, discrimination and criminalization. It is advocated that HIV must be mainstreamed in all planning, costing and budgeting processes, as planning and investment in prevention now will produce results, save lives, and money.

The two presentations were followed by group work which looked at:

- Whether the current national planning, costing and budgeting processes a) mainstream HIV b) from a rights-based approach?
- How HIV related priorities (for prevention, care, treatment and support) will be set for implementing HIV related planning, costing and budgeting?
- Which ministries, departments, agencies, organizations and individuals need to be involved in this (both within government and beyond)?
- What assistance is required in mainstreaming rights-based approaches to HIV in national planning, costing and budgeting?

FSM indicated that their current planning, costing and budgeting frameworks do not mainstream HIV. Participants felt that a multi-sectoral approach including women, men's organisations, NGOs, CBOs, church leaders, state policies, and government

would be the best approach to address the epidemic. There is no organisation by and for people living with HIV involved in planning and budgeting.

Palau noted that their planning and budget process mainstreams HIV from a rights-based approach. Currently, the HIV programme is located within the Ministry of Health. Palau is in the process of determining their priorities, thereby providing opportunities to implement HIV planning, costing and budgeting. This will serve as part of an exit strategy from US federal programs. Partners to implement HIV priorities include the Ministry of Health, the Ministry of Education, the Ministry of Women, church groups, and men. Support is needed to set up awareness programmes, and enabling legislation to further strengthen intentions of planning, budgeting and costing.

Kiribati's current planning and budgeting processes do not mainstream HIV. There is need to develop a national strategic plan to strategize HIV-related priorities and foster high level and community support for awareness programmes. A multi-sectoral response to HIV is necessary, including health as leading ministry, Ministry of Education, Ministry of Youth, Ministry of Labour, Attorney-General's office, Ministry of Social Welfare, churches, NGOs. Technical assistance from regional organisations is required to address the legislative framework, budgeting, and incorporating HIV into the NDS.

RMI indicated that HIV related priorities can be seen in the RMI HIV National Plan that is in final draft, but does not reflect a right-based approach. Participants noted that a multi-sectoral approach involving the Ministry of Health as Coordinating Agency, the Ministry of Finance, Education, Internal Affairs, the Attorney General's Office, EPPSO, Public Safety, and NGOs such as WUTMI, YTYIH, and Salvation Army & Mission Pacific would be more beneficial. Technical Assistance is required for legislative review or a review of the legal framework to ensure that the health system is integrated and meet human rights standards in planning, costing & budgeting. For this to happen, a Directive Order would be necessary.

Session 5 -

Objective: To look at how policies in the education sector can be costed using the Education costing tool, David Abbott, UNDP Pacific Centre

It was noted that since education and health often account for between 30-40% of national budgets, it is useful to have a costing tool to assist in properly estimating the likely costs of education sector interventions to achieve the MDGs. Even when countries have an education sector plan, the strategies are often not very clear, and consequently, the financing requirements not clearly estimated. The education costing tool is based on the EPSIM model initially developed by UNESCO and now used by UNDP. The model is based on unit cost principles and can be tailored to suit the particular circumstances in each country. The model covers the different levels and components normally associated with the education sector. It is essentially a unit/cost model, and to make the model work, the basic data sets are needed, covering such items as enrolment rate, number of children in school, population projections, infrastructure needs for classrooms, equipment, etc.

Day 3 - We continued with the introduction of the costing tools on environment and energy, before moving from costing to expenditure frameworks

Session 6 -

Objective: To look at how the environment and energy costing tools can support policy development, and draw linkages between development processes and disaster risk reduction for MDG achievement

Energy and poverty linkages, Thomas Jensen, UNDP Regional Centre Bangkok

The presentation on energy made an introduction to energy access and poverty linkages in the PICs as well as key challenges and opportunities. Significant energy access gap exists concerning electricity and/or petroleum fuel access in Marshall Islands, FSM and Kiribati. The key message was that without access to adequate quantity and quality of modern energy services, achievement of the MDGs will not be possible in Micronesia as energy may be a key driver of economic growth. The need to address the issue of oil dependency, and thus vulnerability, which is important for small island states, was raised as well as the importance of renewable energy. The shortage of disaggregated data on energy sources and utilisation in the Pacific was discussed.

The energy costing tool was presented against this backdrop. The tool focuses on costing energy interventions, primarily at the household level, that are considered to have the greatest impact on the MDG targets in the shortest timeframe. The energy costing tool has been used in more than 20 countries worldwide and is currently under revision to make it more user friendly and include additional elements such as investment cost for additional power generation capacity, energy consumption growth in other economic sectors (such as agriculture, transport), and CO₂ emission calculation.

Participants from RMI questioned whether there were opportunities for SIDS to minimise dependency on oil use, particularly in outer atolls. It was pointed out that despite technical and financial constraints biofuels could offer a viable alternative for the future.

There have been many discussions in FSM on energy, and one issue was where to channel limited resources available to the country for energy in view of the most recent UNFCCC report and the need to integrate the MDGs into national policies. Options include to prioritise in line with the policy choices of government, as making investment in energy will provide long term savings.

Discussions drew attention to the importance of energy in the economies of the North Pacific countries. For example, in 2004, 18% of FSM imports were fuel products (almost 1/5 of total import bills with a high proportion equivalent to 10% of GDP per capita). In Kiribati, fuel was slightly lower in terms of imports representing about 12% of GDP per capita. In Palau, fuel imports accounted for 22% of total imports, representing 22% of GDP per capita. There is no breakdown for RMI. So fuel is a major import component in the North Pacific. Significant savings in import bills can be made if improvements can be made in fuel usage, and these savings can be directed to other sectors.

It was also emphasised that there is an integrated approach to the tools, and as such, the energy tool is user-friendly and can be customised to country contexts.

Addressing Disaster Risk Management for the achievement of MDGs, Moortaza Jiwanji, UNDP Pacific Centre / Pacific Islands Forum Secretariat

The presentation elaborated on the linkages between disasters and achieving the MDGs, and established the rationale for the development and implementation of National Action Plans (NAP) for Disaster Risk Management. This linkage was presented as a two-way dynamic process: first, on the extent to which disasters can compromise countries' ability to achieve the MDGs both generally and in terms of each of the eight MDG goals; and second, the potential for unchecked development to increase vulnerability and risk to disasters. This helped to set the scene for developing National Action Plans (NAP) in the Pacific, as had been agreed by all member states as signatories of the Disaster Risk Reduction and Disaster Management Regional Framework for Action 2005 to 2015. The link to the theme of the workshop comes through the need to implement NAP. A significant component of the implementation process is the costing of interventions as identified in the NAP, so that they can be adequately budgeted for.

Participants were invited to comment on the existing situation with regards to disaster risk reduction beyond disaster response.

- RMI noted that they have already drafted a NAP for Disaster Risk Management
- FSM mentioned that they have an action plan, although this may be focused more on response than risk reduction.
- Palau indicated that there are mechanisms in place for responses to disasters
- Kiribati pointed out that there are 2 projects focusing on (i) adaptation to climate change and (ii) on risk management. These are predominantly focused on the threat of a rise in sea-level. Kiribati has been using a risk assessment tool known as CHARM.

Additional comments:

- Reducing risk to disasters requires a mental shift towards being more proactive to these issues i.e. engaging in disaster risk reduction activities before a disaster event occurs, and not only responding to disasters after they occur.
- In developing plans for reducing risk against disasters, countries need to take into account human induced disasters such as fires.
- Countries wanted to know the process to engage in the regional programme for developing National Action Plans for disaster risk management. It was explained that this is a demand-driven approach, facilitated by a regional partnership led by SOPAC in collaboration with the UNDP Pacific Centre, the Forum Secretariat, SPC as well as governments. Countries need to have strong political will at the highest level to embark on this process, as well as be ready for the NAP process.

Environment costing tool, Thomas Jensen, UNDP Regional Centre Bangkok

The environment costing tool highlighted the clear links in Micronesia between natural resources, growth and human development, with linkages between climate change and poverty, and linkages to governance and political issues. The environment

costing tool has recently been developed and focuses on environment needs from a pro-poor perspective. The tool answers the same questions as for the other sectors: what interventions are required both in the environment and other sectors, and what are the costs? One of the key intervention areas covered in the tool is reduction of vulnerability including climate adaptation, which is an extremely important area for the Micronesian countries and PICs in general. The tool has significant flexibility to cover costing of country specific interventions that have already been identified via preparatory work undertaken by governments with assistance from multilateral funding agencies such as the Global Environment Facility (GEF).

Following the presentation, participants underlined the need to customise the tools to fit the Pacific contexts. Countries also wanted to know whether the tools are consistent with international frameworks, and how these tools relate to tools which they are already using. It was indicated that the tools are not stand-alone but should be an integral part of the needs assessment, planning and budgeting processes. For countries which are already using other available tools under their planning frameworks, such as RMI, there is no need to try out new tools. The costing tools are presented to countries as possible instruments to support their planning and budgeting, if needed.



■ Carol Flore-Smrecznia, UNDP Pacific Centre, clarifies group exercise instructions to workshop participants

Session 7 -

Objective: Translating costing into expenditure frameworks

Budgeting to achieve the Millennium Development Goals, David Hutton, Consultant

The session covers integration of departmental (sector) budgeting into an overall government budget using a Medium Term Expenditure Framework (MTEF) to ensure funds are available for high priority programs. There are two reference papers which provide practical hints. The first covers overall budgeting, the MTEF and performance-based budgets. The second is a guidelines paper on planning and budgeting for a project or program. The guidelines set out a simple seven-step framework for planning supported by practical hints on costing and benefit measurement including checklists for likely sources of information.

There were four practical case studies using real data from Pacific countries and analysis of the Education budget from a participant country. The cases were designed

to teach analysis techniques and to reinforce the lessons from the formal presentations in a very practical approach. The suggested solutions provide useful guidelines on analysis.

Session 8 - Action Planning and the Way Forward

Countries were asked to identify their priorities in the next 18-24 months, and determine the support required to achieve these priorities, using the following guiding questions:

1. Status of NSDS: when is the next NSDS to be prepared / or the current NSDS revisited to integrate the MDGs and the Pacific Plan? What support is required? When?
2. Status of poverty analysis: is HIES data available for poverty indicators? What support is required? When?
3. Status of MDG Reporting and plans for current / or next National MDG Reports. What support is required? When?
4. Compact reporting: can the MDGs be used as a framework to facilitate Compact Reporting? What support is required? When?
5. Costing tools: usefulness and/or support for implementation

Palau

The preparations for NSDS are well under way, and participants will operationalise what they have heard in the workshop to integrate the MDGs and the Pacific Plan in the final version of the NSDS. A HIES was conducted by ADB in 2006, and editing will be finalised in July 2007, with SPC collaboration. Support will be required to complete an analysis of the data from a poverty perspective. There are plans to have a National MDG Report by end of 2007. Palau's current Compact Agreement will end in 2009. Palau has put together a Commission to evaluate progress and feedback / recommendations for further improvement. Participants feel that the MDGs are indirectly included in their policies and plans, and upon their return, will make recommendations to the Commission on how the MDG framework can be incorporated into the national plan to support Compact reporting and future negotiations. Participants found the costing tools useful. However, there is a need to review the tools with their colleagues to identify how they might be customised. This will inform the need for additional training, which will be communicated to UNDP.

FSM

At national level, there is an existing NSDS, covering 6 sectors. The HIES report has been drafted with support from SPC. The poverty analysis is almost completed, but some support is required from UNDP to estimate national poverty lines and associated poverty indicators at the state and national levels.

Pohnpei State

Participants from Pohnpei State noted that the MDGs would be useful as a framework to complement Compact reporting but need assistance from both the OIA (Office of Insular Affairs) and UNDP by September 2007 latest to prepare the 2008 Budget. Additional support is needed on how to relate budget activities to MDG targets, analysis and progress. The costing tools were seen to be very useful, except those relating to disaster preparedness because substantial support was available from FEMA to develop their own disaster response.

Kosrae

Kosrae State has a 5 year Action Plan for 2003-2007, which will need updating to be ready by October 2007. The State needs short term TA in the area of Economic Planning. The findings of the HIES will be available by July 2007, and assistance is required to analyse and determine the poverty incidence at state level. The State did not know about the MDGs before the workshop, and would like to contribute to the MDG Report. Kosrae is interested to prepare an MDG Report which can then be integrated into the National MDG Report being prepared by the federal government, for which training is needed. It is felt that the MDGs can provide a useful framework to support Compact reporting, namely performance-based budgeting. However, technical assistance is required to review reporting requirement for the MDGs and the Compact. The costing tools are very useful, but additional training is needed by October 2007 on how to use them.

Chuuk

Participants were appreciative of being involved in this workshop. On the MDG Report, the State defers to the national government for MDG reporting and supports the national government with MDG implementation. However, the State, including all stakeholders, needs to be involved in MDG workshops, and will continue to support the work of the national government. There is also need for the State to provide relevant data to be incorporated in the SDP. Further training is needed at state level on the MDGs and its integration into planning and budgeting. While some improvement has been noted in some areas of Compact reporting, better management is needed in other sectors. The costing tools are seen to be very useful.

Yap

MDG reporting is the responsibility of the national government and the State defers to the national government. However, there must be close coordination with and greater participation from the States to accurately report MDG progress. Technical assistance is required to adequately integrate the MDGs in the FSM SDP, to increase awareness on the MDGs, and on linking performance management to the SDP. There is need to incorporate the MDGs into the budget process by 2009, if the national government can provide some support. The costing tools are applicable to their context, but support is needed for the relevant sectors to use the tools, as common performance measures have already been developed.

Marshall Islands

The NSDS was prepared in 2000 and needs to be updated and revisited to include the MDGs and align with the Pacific Plan. Technical support is needed for this, as well as how to use the Pacific Plan reporting toolkit. Assistance is required to institutionalise these processes by October 2007. A Participatory Poverty Assessment (PPA) was done by ADB in 2002. Five years later, there is need to revisit the definition and update the incidence of poverty in RMI. A HIES was done in 2006, and technical assistance is needed to review the HIES findings and incorporate these into MDG progress Report. After verification of the data by EPPSO, and a stakeholders workshop on the MDGs and the MDG toolkit by October 2007, the 2005 draft MDG Report will be finalised. The MDGs were seen a useful framework for Compact reporting. However, technical support is required to review requirements of MDGs and Compact funding by October 2007. The costing tools are useful but more training is needed for countries to be able to use them effectively.

Kiribati

The current NDS 2003-2007 is under review and a new NDS 2008-2011 under formulation to mainstream the MDGs and align with the Pacific Plan. Technical assistance is required to support these processes by mid-August or early September 2007. A Participatory Poverty Assessment was done by ADB in 2004/05. The basic 2006 HIES report has been drafted with SPC assistance, and is available in draft form. The analysis of the data to determine poverty indicators and incidence still needs to be completed. Capacity building is required to develop MDG indicators using HIES data and also to build capacity of the NSO for poverty analysis. Kiribati expressed appreciation to the UNDP Pacific Centre and the UNDP Fiji MCO for financial support for the MDG Report and MDG awareness campaigns. A first draft of the MDG report is expected to be completed in July 2007. The costing tools were seen to be applicable. However, more in-country training for sector people and those in the budget office is needed to determine the usefulness of the tools for monitoring and reporting

Evaluation

The daily evaluation indicated a very high level of interest in the workshop. Participants found the sessions informative and useful (80% indicated that they learnt a lot), and enjoyed the four-day workshop. The presentations generated considerable discussions and exchanges, making the workshop very interactive. The group exercises were particularly appreciated for fostering discussions and greater exchange of views, with participants learning about other country contexts.

There were several suggestions to provide hands-on training on the costing tools which were presented. While the workshop had been designed for hands-on training on how to use the various costing tools, unfortunately, it was not possible for UNDP to rent the necessary number of PCs in Micronesia for the participants' use. Consequently, the workshop design was adjusted to provide overviews of the tools instead of hands-on application. Additional comments included the need for technical assistance to support countries to use the tools for better policy formulation and costing estimates.

Appreciation and thanks were expressed to the UNDP Pacific Centre for bringing the workshop to FSM, enabling greater participation, but also showing understanding and support for national processes.



■ Plenary session led by Dr. Ruffino Mauricio, Chairman, MDG Commission, FSM.

List of Acronyms

ADB	-	Asian Development Bank
AIDS	-	Acquired Immune Deficiency Syndrome
CBOs	-	Community-Based Organisations
CD	-	Capacity Development
CO	-	Country Office
CO ₂	-	Carbon Dioxide
CSOs	-	Civil Society Organisations
CQIW	-	Core Welfare Indicators Questionnaire
EPSIM	-	Educational Planning Simulation Model
EPPSO	-	Economic Policy, Planning and Statistics Office
FEMA	-	Federal Emergency Management Agency
GEF	-	Global Environment Facility
HIES	-	Household Income and Expenditure Survey
HIV	-	Human Immunodeficiency Virus
ICT	-	Information and Communication Technology
MDGs	-	Millennium Development Goals
MHM	-	MDG-consistent HIV/AIDS Costing Model
MTEF	-	Medium Term Expenditure Framework
NA	-	Needs Assessment
NAP	-	National Action Plans
NDS	-	National Development Strategy
NGOs	-	Non-Government Organisations
NSDS	-	National Sustainable Development Strategies
NSO	-	National Statistics Office
ODA	-	Overseas Development Assistance
OIA	-	Office of Insular Affairs
PPA	-	Participatory Poverty Assessment
PICs	-	Pacific Island Countries
PIFS	-	Pacific Islands Forum Secretariat
PP	-	Pacific Plan
SIDS	-	Small Islands Developing States
SIS	-	Small Islands States
SOPAC	-	Pacific Islands Applied Geoscience Commission
SPC	-	Secretariat of the Pacific Community
STDs	-	Sexually-Transmitted Diseases
SURF	-	Sub Regional Resource Facility
TA	-	Technical assistance
UNAIDS	-	Joint United Nations Programme on HIV/AIDS
UNDP	-	United Nations Development Programme
UNESCAP	-	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	-	United Nations Educational, Scientific and Cultural Organisation
UNFCC	-	United Nations Framework on Climate Change

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