
Joint Programme Document

- RCO Samoa, Niue, Cook Islands, Tokelau -

A. COVER PAGE

- 1. Fund Name:** Joint SDG Fund
- 2. MPTFO Project Reference Number**
- 3. Joint programme title:** *STRENGTHENING RESILIENCE OF PACIFIC ISLANDS STATES THROUGH UNIVERSAL SOCIAL PROTECTION*
- 4. Short title:** *Social Protection for Resilience*
- 5. Country and region:** Samoa, Cook Islands, Niue and Tokelau, Asia-Pacific Region
- 6. Resident Coordinator:** Simona Marinescu simona.marinescu@un.org
- 7. UN Joint programme focal point:** Elisapeta Kerslake, UNRCO, elisapeta.kerslake@one.un.org
- 8. Government Joint Programme focal point:**

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Niue – Peleni Talagi, Secretary of Government, peleni.talagi@mail.gov.nu / Emi Hipa, Head of External Affairs, emi.hipa@mail.gov.nu

Samoa - Peseta Noumea Simi, MFAT CEO, noumea@mfat.gov.ws / Afamasaga Faauga Mulitalo, MWCSO CEO faauga@mwcsd.gov.ws

Tokelau – Aukusitino Vitale, General Manager National, tino.vitale@tokelau.org.nz / Ake Puka-Mauga, ake.puka-mauga@tokelau.org.nz

9. Short description: *This proposal is novel in Samoa, Cook Islands, Niue & Tokelau. The objective is to develop evidence based nationally owned social protection (SP) systems to accelerate SDGs through integrated programming in national and sub-national development. Existing SP initiatives are fragmented, limited in scope and not linked to any SP framework. The program selects 5 strategic interventions that will lead to all families benefiting from universal SP systems: data/evidence, public finance, institutional coordination, partnerships and outreach. These interventions are critical in leading to the development and strengthening of a coherent social protection policy framework in all four countries which will support either directly or indirectly all 250,000 households across the course of their lives. Inclusive SP systems will include fiscally sustainable social insurance schemes for the active population seeking or holding jobs, self-employed or voluntarily contributing, non-contributive social welfare in the form of child allowance, social safety nets and social services for all people in need as well as labor market interventions to facilitate access to jobs and incomes. Social Protection will be evidence based (including using digital data and innovative data systems), developed and implemented through participatory consultations, have equitable financing mechanisms, forge strong partnerships with stakeholders including faith, community based organizations and the private sector, induce smarter institutional coordination, bolster capacity for implementation, and expand outreach.*

10. Keywords: *(Samoa, Cook Islands, Niue, Tokelau, Social Protection floor, Climate Resilience)*

11. Overview of budget

Joint SDG Fund contribution	USD 3,000,000.00
Co-funding 1 (UNDP)	USD 34,000.00
Co-funding 2 (UNESCO)	USD 183,876.000
Co-funding 3 (UNICEF)	USD 60,000.00
Co-funding 4 (ESCAP)	USD 108,300.00
TOTAL	USD 3,386,176.00

12. Timeframe:

Start date	End date	Duration (in months)
1 January 2020	01 September 2022	33 months

13. Gender Marker:

Overall score = 2.3

2 – Meets minimum requirements

14. Target groups *(including groups left behind or at risk of being left behind)*

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children	X	
Girls	X	
Youth	X	
Persons with disabilities	X	
Older persons	X	
Minorities (incl. ethnic, religious, linguistic...)		X
Indigenous peoples		X
Rural workers	X	
Human rights defenders (incl. NGOs, journalists, union leaders, whistleblowers...)		X
Migrants		X
Internally displaced persons	X	
LGBTI persons (sexual orientation and gender identity)		X
Persons affected by (HIV/AIDS, leprosy...)	X	
Persons with albinism	X	
Persons deprived of their liberty		X
Victims of (slavery, torture, trafficking, sexual exploitation and abuse...)		X

15. Human Rights Mechanisms related to the Joint Programme

1. Universal Periodic Review (UPR)

Second Cycle

2. Human Rights Treaty Bodies

2.4 [Committee on the Elimination of Discrimination against Women](#) (CEDAW)

2.6 [Committee on the Rights of the Child](#) (CRC)

2.9 [Committee on the Rights of Persons with Disabilities](#) (CRPD)

4. ILO Committees of Experts

4.1 [C029 - Forced Labour Convention, 1930 \(No. 29\)](#)

4.2 [C087 - Freedom of Association and Protection of the Right to Organise Convention, 1948 \(No. 87\)](#)

4.3 [C098 - Right to Organise and Collective Bargaining Convention, 1949 \(No. 98\)](#)

4.4 [C100 - Equal Remuneration Convention, 1951 \(No. 100\)](#)

4.5 [C105 - Abolition of Forced Labour Convention, 1957 \(No. 105\)](#)

4.6 [C111 - Discrimination \(Employment and Occupation\) Convention, 1958 \(No. 111\)](#)

4.7 [C138 - Minimum Age Convention, 1973 \(No. 138\)](#)

4.8 [C182 - Worst Forms of Child Labour Convention, 1999 \(No. 182\)](#)

16. Participating UN Organizations (PUNOs) and Partners:

16.1 PUNO

Convening agency:

- UNDP [lead], RR Jorn Sorensen jorn.sorensen@undp.org

Other PUNO:

- UNESCO, Pacific Subregional Office, Nisha, nisha@unesco.org
- ILO, Country Representative Tomasi Peni, peni@ilo.org
- ESCAP, Head of the Pacific Office, Iosefa Maiava, maiavai@un.org
- UNICEF, Representative, Sheldon Yett, syett@unicef.org

Additionally, UNFPA, UN Women, WFP and IFAD will support the objectives of the Joint Programme through their ongoing interventions

16.2.a Partners

- Government Ministries (Samoa):

- Ministry of Foreign Affairs and Trade, Samoa – Peseta Noumea Simi - noumea@mfat.gov.ws
- Ministry of Women, Community and Social Development, Samoa – Afamasaga Faauiga Mulitalo - fmulitalo@mwcsd.gov.ws
- Ministry of Finance, Samoa – Leasiosiofaasisina Oscar Malielegaoi - Oscar.malielegaoi@mof.gov.ws
- Ministry of Commerce, Industry and Labour, Samoa – Pulotu Lyndon Chu Ling - lyndoncl@mcil.gov.ws
- Samoa Bureau of Statistics – Aliimuamua Malaefono Taua

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- Ministry of Communications and Information Technology – Fualau Talatalaga Matau - t.matau@mcit.gov.ws
- Ministry of Justice Courts and Administration – Moliei Vaai moliei.vaai@mjca.gov.ws
- Ministry of Health, Samoa – Leausa Dr. Take Naseri - ceo@health.gov.ws
- Ministry of Education, Sports and Culture – Afamasaga Dr. Karoline Fuata'I - k.fuatai@mesc.gov.ws
- Samoa National Provident Fund – Pauli Prince Suhren – prince@npf.ws
-
- **Civil society organizations:**
 - Samoa Umbrella of NGOs (SUNGO) -Peseta Afoa Arasi - pesetaafoa@gmail.com
 - NOLA Samoa Organization for Persons living with Disabilities - Faatino Utumapu - tino.mutumapu@gmail.com
 - Samoa Chamber of Commerce – Lemauga Hobart Vaai – ceo@samoachamber.ws
 - Samoa National Youth Council – Kevin Lucky kevin@emdsamoa.com
 -
 - Samoa National Tripartite Forum- Gatoloai Tilianamua Afamasaga Tili tiliafamasaga@gmail.com
- **Private sector:**
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 - BLUESKY – Satish Sharma - ssharma@blueskypacificgroup.com
 -
- **IFIs**
 - World Bank – Maeva Betham Vaai – mvaai@worldbank.org
 - ADB – Tuala Maria Melei – mmelei@adb.org

16.2.b

- **National authorities NIUE**
 - Secretary of Government – Peleni Talagi – peleni.talagi@mail.gov.nu
 - Project Management Committee – Felicia Pihigia -felicia.pihigia@mail.gov.nu
 - Ministry of Social Services – Gaylene Tasmania- gaylene.tasmania@mail.gov.nu
- **Civil Society Organizations**
 - NIUANGO (Niue Umbrella of NGOs – Sione Leolahi/ charlene.tukiuha@mail.gov.nu
 - Niue Farmers Association – Charlene Tukiuha charlene.tukiuha@mail.gov.nu
 - Aliutu Atuhau Anoiha (Aliutu Youth & Conservation Project)- Charlene Tukiuha charlene.tukiuha@mail.gov.nu
 - Oma Tafua (includes Tolotolo Mai Teach to Swim & Niue Coral Reef – Restoration Project) – Fiafia Rex happynessrex@gmail.co
- **Private Sector**
 - Niue Chamber of Commerce - Catherine Papani; catherine@niuechamber.com
 - Telecom Niue- marketing@telecomniue.com
 - ANZ (TBC)
- **IFIs**
 - ADB (staffing in progress. Niue has just joined ADB)

16.2.c

- **National authorities (Cook Islands)**

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- Ministry of Internal Affairs – Anne Herman
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- Statistics Office - Taggy Tangimetua statsinfo@cookislands.gov.ck
- Central Policy and Planning Office | Office of the Prime Minister – Ben Ponia -
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- **Civil Society Organizations**

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- National Cook Islands Civil Society Organisations – Lydia Sijp
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Private Sector

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chamber@commerce.co.ck
- BlueSky Cook Islands - ck.info@blueskypacificgroup.com
- Bank of the Cook Islands - cash@bci.co.ck
- Bank South Pacific - BSPCookIslands@bsp.com.pg

- **IFIs**

- ADB

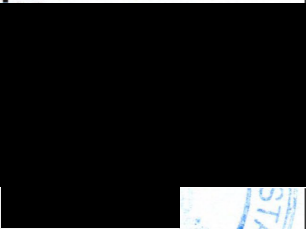

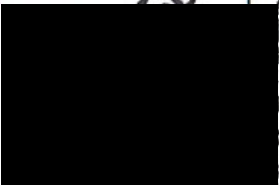





16.2.d

- **National authorities (Tokelau)**

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- Department of Education - Ake Puka-Mauga - ake.puka-mauga@tokelau.org.nz

SIGNATURE PAGE

<p>Resident Coordinator Simona Marinescu</p> <p><i>Date and Signature:</i> 29 November 2019</p> 	<p>National Coordinating Authority</p> <p><i>Name of institution:</i> Government of Samoa</p>
<p>Participating UN Organization (lead/convening)</p> <p><i>UNDP</i></p> <p><i>Jorn Sorensen</i></p> <p><i>Date</i></p> <p><i>Signature and seal</i></p>	<p>National Coordinating Authority</p> <p><i>Name of institution:</i> Government of Cook Islands</p> <p><i>Name of representative:</i> Tapaeru Herrmann, Secretary of Government, Ministry of Foreign Affairs and Immigration</p>

<p>Participating UN Organization <i>UNESCO</i> <i>Nisha</i> <i>Date</i> 29 Nov 2019 <i>Signature and seal</i></p>  	<p>National Coordinating Authority <i>Name of institution:</i> Government of Niue <i>Name of representative:</i> Peleni Talagi, Secretary of Government <i>Date</i> 04/12/ <i>Signature and seal</i></p>  
<p>Participating UN Organization <i>ILO</i> <i>Name of Representative:</i> Gagan Rajbhandari (OIC) <i>Date</i> 4.12.2019 <i>Signature and seal</i></p>  	<p>National Coordinating Authority <i>Name of institution:</i> Government of Tokelau <i>Name of representative:</i> Aukusitino Vitale, General Manager, National, Office of the Council for the Ongoing Government of Tokelau <i>Date</i> 04/12/2019 <i>Signature and seal</i></p>   <p>Office of the Council for the Ongoing Government of Tokelau Apia</p>

Participating UN Organization

ESCAP

Iosefa Maiava

Date: 29-November-2019

*Signature and
seal*



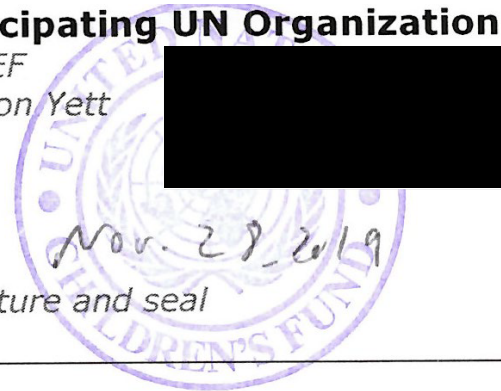
Participating UN Organization

UNICEF

Sheldon Yett

Date

Signature and seal



Social Protection - List of Acronyms

ADB:	Asia Development Bank
ALMP:	Active Labour Market Programs
BNPL:	Basic Needs Poverty Line
CCT:	Conditional Cash Transfers
CEDAW:	Convention on the Elimination of All Forms of Discrimination Against Women
CPRD:	Convention of the Rights of Person's with Disabilities
CRC:	Convention on the Rights of the Child
CSO:	Civil Society Organisation
GDP:	Gross Domestic Product
GEWE:	Gender Equality and Women Empowerment
ICT:	Information and Communications Technology
IFAD:	International Fund for Agricultural Development
IFI:	International Financial Institution
ILO:	International Labour Organisation
JP:	Joint Programme
M&E:	Monitoring and Evaluation
MMR:	Measles Mumps and Rubella
MSME:	Micro Small Medium Size Enterprises
NCD:	Non Communicable Diseases
NEET:	Not in Employment, Education or Training
NGO:	Non Governmental Organisation
NZD:	New Zealand Dollar
PICT:	Pacific Islands Countries and Territories
SAMOA	Pathway:SIDS Accelerated Modalities of Action (SAMOA) Pathway
SDG:	Sustainable Development Goals
SIDS:	Small Island Developing States
SME:	Small Medium Enterprise
SNPF:	Samoa National Provident Fund
SP:	Social Protection
UNCT:	United Nations Country Team
UNDG:	United Nations Development Group
UNDP:	United Nations Development Programme
UNESCO:	United Nations Education Science Culture Organisation.
UNICEF:	United Nations Childrens Fund
UNPS:	United Nations Pacific Strategy
UNRC:	United Nations Resident Coordinator
UNRCO:	United Nations Resident Coordinator Office
UNSDG:	United Nations Sustainable Development Group
UUCT:	Unconditional Cash Transfer
VNR:	Voluntary National Review
WB:	World Bank
WFP:	World Food Programme

B. STRATEGIC FRAMEWORK

1. Call for Concept Notes: 1/2019

2. Relevant Joint SDG Fund Outcomes

Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Outcome 2: Additional financing leveraged to accelerate SDG achievement

3. Overview of the Joint Programme Results

3.1.a. Outcomes of the United Nations Pacific Strategy 2018-2022:

- OUTCOME 1: CLIMATE CHANGE, DISASTER RESILIENCE, ENVIRONMENT PROTECTION
- OUTCOME 2: GENDER EQUALITY
- OUTCOME 3: SUSTAINABLE AND INCLUSIVE ECONOMIC EMPOWERMENT
- OUTCOME 4: EQUITABLE BASIC SERVICES
- OUTCOME 5: GOVERNANCE AND COMMUNITY ENGAGEMENT
- OUTCOME 6: HUMAN RIGHTS

3.1.b. Outcomes of the Social Protection Joint Programme

- **OUTCOME 1** – Universal, inclusive & equitable Social Protection systems Leave No One Behind
- **OUTCOME 2** – Social Protection floors are efficiently and effectively administered (financial management, institutional framework and capacity, evidence-based planning drawing on robust information management systems)
- **OUTCOME 3** – Financial inclusion in Samoa, Cook Islands, Niue and Tokelau enables low transaction cost transfers of Social Protection benefits
- **OUTCOME 4** – Increased resilience as disability, gender, youth and climate related contingencies are being mainstreamed

3.2 Outputs *(from UNDAF/UNSDCF/Joint work plans and additional programme-related, if additional)*

Output 1.1. Data-informed, nationally consulted, comprehensive and equitable social protection floors designed and costed (policy, law, budget) to complement ongoing programmes and reduce poverty and vulnerability to socio-economic and climate-related risks

Output 1.2: Multi-year social protection floor implementation plan adopted and budgeted [focusing on new components of the SP system while existing ones will be improved] to allow implementation as of year 2

Output 1.3: Social Protection Pilot programmes implemented with the objective of national scale-up

Output 1.4: Existing Social Protection Floors for Cook Islands, Niue and Tokelau fully reviewed to strengthen inclusiveness, equity, effectiveness, efficiency and financial sustainability of contributive and non-contributive schemes

Output 2.1: Digital data systems in Samoa, Cook Islands, Niue, Tokelau will be strengthened to support registration and robust administration of the social protection floor and programmes

Output 2.2: Integrated administrative systems such as registries and redress mechanisms are strengthened, in Samoa, Cook Islands, Niue and Tokelau

Output 2.3 – Evidence-based financial management of Social Protection systems

Output 3.1: Robust payment systems through the banking system designed and costed

Output 4.1: Labour market services designed and scalable in Samoa to improve working age populations' access to jobs and incomes – with specific attention to ensuring access for women, persons living with disability, and young people

Output 4.2: Disaster-risk informed SP benefits and services integrated in SP floor

The United Nations Pacific Strategy 2018-2022 does not have output level results across the 6 Outcome Areas. Joint Country Action Plans f, currently under development, will include country specific outputs.

4. SDG Targets directly addressed by the Joint Programme

4.1 List of targets

SDG 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable

SDG 2.1 By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round

SDG 4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education

SDG 5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies

SDG 8.5 By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities

SDG 10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality

SDG 13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries

SDG 16.6 Develop effective, accountable and transparent institutions at all levels

SDG 17.1 Strengthen domestic resource mobilization, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection

4.2 Expected SDG impact

This proposal is novel in Samoa, Cook Islands, Niue & Tokelau. The objective is to develop evidence based, nationally owned Social Protection systems to accelerate SDG progress through integrated programming in national and sub-national development and Leave No One Behind. Existing Social Protection initiatives are fragmented, limited in scope and not linked to any Social Protection framework. The program selects 5 strategic interventions that will lead to all families benefiting from universal Social Protection systems: data/evidence, public finance, institutional coordination and information management systems, partnerships, and outreach. These interventions are critical in leading to quick wins for all families to participate in active and inclusive Social Protection systems that are evidence based, developed and implemented through participatory consultations, have equitable financing mechanisms, forge strong partnerships with stakeholders including faith, community based organizations and the private sector, induce smarter institutional coordination, bolster capacity for implementation, and expand outreach. Owing to its wide scope that spans all along life-cycle vulnerabilities,

the proposed Social Protection floors will improve Human Development indices, reduce inequalities and support skills development and full employment that will advance progress towards multiple targets across the 2030 Agenda. Income security will reduce poverty, end hunger, limit inequalities and secure access to basic services. Inclusive, rights-based Social Protection floors will empower women, remove discrimination in access to basic services and facilitate access to decent work for all including persons living with disabilities, school dropouts, youth and women.

5. Relevant objective/s from the national SDG framework

Samoa Development Strategy 2016/2017 - 2019/2020

Key Outcome 1: Macroeconomic Resilience Increased and Sustained (linked to SDG 1, SDG 8, SDG 17)

Key Outcome 7: Quality Education and Training Improved (linked to SDG 4)

Key Outcome 8: Social Institutions Strengthened (linked to SDG 5, SDG 10)
8.1. Community Development Enhanced

Key Outcome 14: Climate and Disaster Resilience (linked to SDG 14)

Cook Islands National Sustainable Development Plan: 'Te Kaveinga Nui' (2016-2020)

Goal 1: Improve welfare, reduce inequality and economic hardships (SDG 1, SDG 10)

Goal 2: Expand opportunities for decent work for all (SDG 8)

Goal 7: Improve health and promote healthy lifestyles (SDG 3)

Goal 8: Inclusive and equitable education (SDG 4)

Goal 9: Gender equality (SDG 5)

Goal 10: Food security & nutrition (SDG 2, SDG 12)

Goal 15: Development for Cook Island by Cook Islanders

Goal 16: Peaceful and just society with good governance and accountability

Cook Islands: Government Public Sector Strategy (2016-2025)

Cook Islands Sector Strategies on Tourism, Fisheries, Renewable energy, Infrastructure

Cook Islands Social Welfare Strategy

Niue National Strategic Plan (2015-2020) – A prosperous Niue

Vision Statement: Working together to protect the people & the environment

Pillar 1: Finance and Economic Development (SDG 8, SDG 16, SDG 17)

Pillar 2: Governance (SDG 16)

Pillar 3: Infrastructure

Pillar 4: Social services (SDG 3, 4, 6, 7)

Pillar 5: Environment and climate change (SDG 2, SDG 13)

Pillar 6: Taoga Niue

Pillar 7: Private sector

Tokelau National Strategy for Enhancing the Resilience of Tokelau to Climate Change and Related Hazards, 2017-2030: Living with change

Vision: A vibrant, innovative, climate-resilient, and ready Tokelau, with healthy communities, ecosystems, and an economy, that are all resilient in the face of change.

Pillar 1: Mitigation (SDG 13)

Pillar 2: Adaptation & resilience (SDG 13)

Pillar 3: Human Development (SDG1, 2, 3, 4, 5, 6, 7, 8)

6. Brief overview of the Theory of Change of the Joint programme

6.1 Summary:

Samoa, Cook Islands, Niue and Tokelau are among the most fragile Small Island Developing States due to their geography, size of the economy and exposure to climate change and extreme weather events. In the absence of economic opportunities, the quality of life for many of the persons living in these countries has deteriorated with incidence of NCDs, alcohol abuse and domestic violence rising at a high pace.

This Joint Programme aims at increasing resilience through viable and financially sustainable social protection systems that will address *life cycle vulnerabilities*, *strengthen social protection floors* and *enhance employability* while also ensuring consistency with other programmes implemented by the UN Country Team (UNCT) to secure *access to basic services*, *strengthen institutional responsiveness* and *improve disaster risk management*.

Problem statement: Ad-hoc and fragmented programs to address vulnerabilities are being implemented without an explicit and comprehensive social protection framework, lack of coverage for large parts of the population resulting in burden on families. Most importantly, people lacking social protection coverage are the most affected by climate change and natural hazards. According to the [2014 Human Development Report](#), building resilience requires (1) Universal provision of basic social services, (2) Addressing life cycle vulnerabilities, (3) Strengthening social protection, (4) Promoting full employment, (5) Responsive institutions and cohesive societies, (6) Building capacities to prepare for and recover from crises.

Solution: Understanding the overall context and the root causes of highly interconnected adverse factors such as income insecurity, precarious health, vulnerability to climate change and extreme weather events that, all together, contribute to poverty and exclusion, the Joint Programme aims at addressing multiple social risks through introducing fiscally sustainable social protection floors.

Overall, introducing social protection floors will reverse exclusion and ensure an inclusive approach to sustainable development that leaves no one behind and improves living standards for all.

6.2 List of main ToC assumptions to be monitored:

The Joint Programme aims to build sustainable, inclusive and equitable SP systems by ensuring that:

1. High quality evidence and data exist to guide choices and gain political and social consensus
2. Institutional coordination and delivery mechanisms are efficient
3. Financing strategies are equitable and robust
4. Strong partnerships and inclusive participation are encouraged
5. A strong commitment for advocacy and outreach exists

Towards this end, a series of assumptions are being considered as follows:

- Political commitment towards a valid social contract that addresses vulnerabilities is in place during and beyond the Joint Programme lifespan
- National development strategies and budgets are centered on poverty reduction and resilience including through Social Protection floors.
- Digital transformation continues with the introduction of single digital identity and e-Governance
- Civil society remains engaged in promoting human rights and equitable development

7. Trans-boundary and/or regional issues

This JP has implications in terms of budgetary support and transfers, remittances and migrations with New Zealand with Cook Islands, Niue and Tokelau.

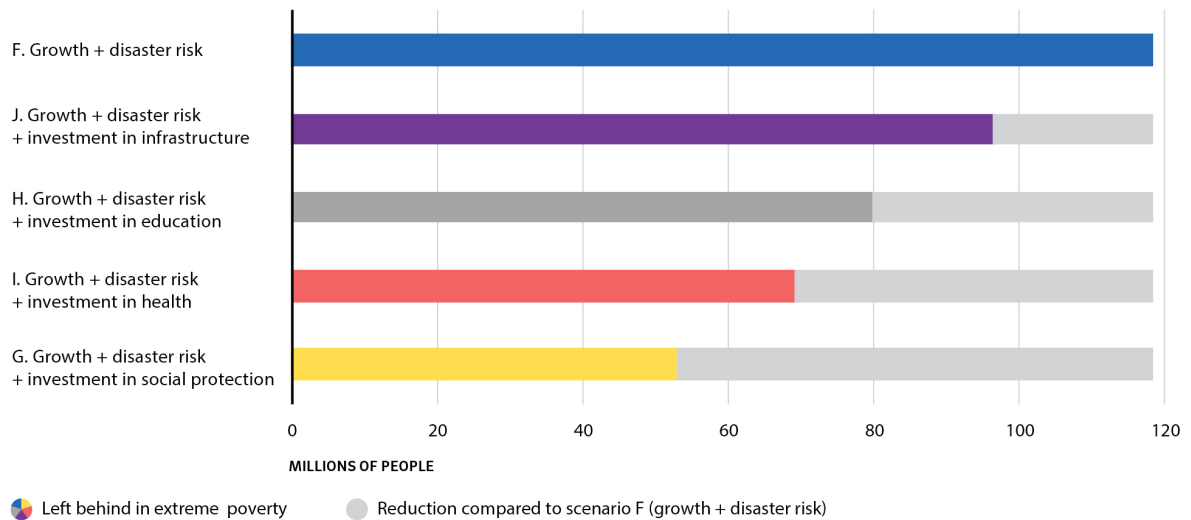
New Zealand has direct and indirect influence on Social Protection for Cook Islands, Niue and Tokelau, in terms of budget transfers and policy approaches, informal social protection through remittances from migrants working in NZ and other sources.

Climate change and related Disaster Risk Reduction and Disaster Risk Management are relevant to most of the region and therefore should be addressed by the project for both prevention, coping, resilience as well as humanitarian aid.

UNESCAP has been actively working in the Pacific Island Countries and Territories (PICT) and has recent experience with the harmonization of legislation on CRPD and CEDAW which may be relevant to the JP. It also has a regional project on catalyzing women's entrepreneurship with activities in Samoa (formulation of a gendered MSME policy and use of Fintech and ICT) which may benefit from synergies with the JP. More importantly ESCAP supports national and regional efforts by functioning as a knowledge platform for policymakers and stakeholders and providing technical support to member States to build and strengthen inclusive social protection systems. Examples of ESCAP's knowledge platforms and recent knowledge products which are of relevance to the JP include:

- The ESCAP Social Protection Toolbox (<http://www.socialprotection-toolbox.org/>) which is an online platform containing capacity- and knowledge building tools, such as basic e-learning guides, videos, infographics, fact sheets, games, in-depth studies, an interactive tool to identify national coverage gaps, as well as over 100 good practices for inspiration and cross-country learning;
- A recent ESCAP working paper 'Fintech remittances in paradise: a path to sustainable development' found that while remittances are an important source of external finance for Pacific small island developing States, the transaction costs of sending remittances to these countries are among the highest in the world. The paper finds that fintech such as mobile money is cheaper than banks but lack of availability, accessibility, awareness, literacy and trust results in a strong preference for the more expensive transitional remittances services (Please see <https://www.unescap.org/publications/mpfd-working-paper-finteching-remittances-paradise-path-sustainable-development>);
- The latest edition of the *Asia-Pacific Disaster Report* (ESCAP, 2019), while reconfirming that the Pacific sub-region is the most vulnerable to climate-related disasters, also shows that disaster-driven increases in poverty and inequality can be mitigated through increasing investments in social sectors in line with global averages. Amongst all the sectors considered in the model, social protection offers the greatest benefit (see figure 1).

Figure 1: Projected number of people living in extreme poverty in 2030, with disaster risk



Source: ESCAP calculations based on CGE model simulation.

Trans-boundary and/or regional priorities for PICT that are relevant to the Joint Programme are: (a) Climate change and disaster risk reduction; (b) Sustainable management and use of oceans; (c) Regional integration (trade, energy, ICT, transport); (c) Social inclusion and poverty alleviation; and (d) Integrated assessment and review of SDG progress (e.g. Voluntary National Reviews) and the SAMOA Pathway with an emphasis on enhancing data and statistics.

The following arrangements and resources are available at the regional and sub-regional levels in Asia-Pacific to address transboundary and/or regional issues: (a) regional and sub-regional platforms, frameworks, norms and standards relevant to the development of integrated national social protection systems in the target countries; (b) regional and sub-regional overviews of transboundary factors and trends and policy guides on social protection; (c) methodologies and simulation tools including for the identification of the furthest group behind and multidimensional inequality; and (b) SDGs and SAMOA pathway progress assessment data and analysis.

One of the main aims of the United Nations Development System (UNDS) reform is to ensure coherent policy development by the United Nations (UN) at the regional level and coordinated delivery of support from the region to the national level in support of the Resident Coordinators (RCs) and United Nations Country Teams (UNCTs). The same would benefit RCs of Multi-Country Offices in helping harness UN regional assets including both knowledge products and expertise to support multi country programming. Mechanisms are already being put in place for helping improve and increase access to regional assets by the RCs and MCOs including: (i) Knowledge management hub (including UN and other networks of expertise and knowledge products); (ii) Enhancing transparency and results-based management including presenting systemwide results to and better engagement with Member States on region-specific issues at the regional and sub-regional levels to member states; and (iii) Consolidation of capacities around data and statistics.

C. JOINT PROGRAMME DESCRIPTION

1. Baseline and Situation Analysis

1.1. Problem Statement

While governments in the Pacific have organized interventions to address vulnerability, ad-hoc and fragmented social protection programs are being implemented without an explicit and comprehensive social protection framework, leading to lack of coverage and resulting in increased burden on families.

Status-quos have evolved without an explicit social protection framework and/or inherited from colonial systems. Arrangements are inequitable and reveal gaps in coverage along the life cycle. For example, in 2015, social protection in the Pacific only covered 31.2% of intended beneficiaries in 2015, leaving nearly two-thirds of eligible persons without support. Moreover, social protection expenditure is not pro-poor nor gender equitable. For instance, social assistance showed less per capita spending on poor (0.7% of GDP per capita) than on non-poor beneficiaries (1.1% of GDP per capita), and spending on insurance and social assistance favors men over women in 2015 (3.3% of GDP per capita on men and 2.0% on women). Multiple agencies (Provident Funds, Ministries, Agencies & Departments) are involved in implementation. Financing mechanisms are convoluted. The proposal supports an integrated approach through its 5 components. In its absence, an ad-hoc, fragmented and passive approach could well dominate the Social Protection landscape in all four countries as it has in the past.

1.1.1. Overview of poverty, vulnerability and leaving no one behind

Poverty rates are increasing in the Pacific. Approximately 13% of the population in Niue, 19% in Samoa and 28% in Cook Islands live below the national poverty line[1]. Women, children, people with disabilities and the elderly are disproportionately represented among the poor. Poverty prevalence among children in Samoa and Cook Islands is higher than the national average, 22% and 31% respectively. Female headed households and elderly women and men are more likely to be poor in Samoa. Higher rates of poverty among the elderly are evident in urban areas in Samoa[2]. In Cook Islands, populations in remote outer islands are more likely to be vulnerable to income and food insecurity and to climate-related risks. In all countries, persons with disability are among the most vulnerable.

Taking a multi-dimensional approach to understanding patterns of poverty and vulnerability beyond income also highlights particular risks across the lifecycle.

Some indicators for **infants and young children** have been improving in the region – including neonatal, infant and under-5 mortality – and are on track to meet the SDG 3 target (for example for under-5 child mortality). However, other indicators show significant concerns for children's wellbeing. Children's nutritional status (stunting) is a major problem and prevalence of stunting significantly exceed those for the wider East Asia and Pacific region. Universal primary education for both boys and girls has been achieved in all the countries here, except Tokelau where gender disparities are evident. However, meeting SDG 4.1 - secondary enrolment rates - are a concern in general in the region, and in particular for boys who tend to leave school to pursue vocational training and employment opportunities. Children also face significantly high rates of violence. In Samoa, for example, children experience violence in several contexts, including within the home, in schools and in the community (77% of parent report using physical violence to discipline their children). Sexual

abuse is also prevalent and children are engaged in child labour activities, including vending, agriculture, domestic work and garbage scavenging.

Young people in the Pacific make up a higher than average proportion of the population in the region (an average of 22 % of total population compared to a regional average of 13 %). Youth unemployment rates are high, with a large number of young people with inadequate skills, few employment opportunities provided to them, resulting in many young people being involved in subsistence activities and insecure livelihoods. Mental health issues amongst adolescents is another area of concern, and suicide rates in particular are high. Data from 10 of 14 PICTs indicate that, on average, around 25% of school children aged 13 to 15 had attempted suicide during the previous 12 months with no significant differences between boys and girls. Gender inequalities also exacerbate challenges for young women. Women typically have children at a relatively young age which leads to poorer health and education outcomes for them and their children. Moreover, women also marry early (at an earlier age than men) which often reduces women's equal decision-making power in relation to family planning and contraceptive use.

Working age adults face multiple challenges, which again are exacerbated for people with disability, women and those living in geographic areas particularly vulnerable to climate risks. Health risks are significant, including for women where progress still needs to be made to reach the SDG maternal health goal to less than 70 per 100,000 live births by 2030 (average MMR in the PICTs region of 84 maternal deaths per 100,000 live births). Moreover, other health issues in the region include disease burden of NCDs with many PICTs seeing almost epidemic rises in diabetes and chronic kidney diseases. Many NCDs are directly related to overweight and obesity, and behavioral risk factors such as lack of physical activity and unhealthy diets. Mental health is also prevalent and a major health burden in the region for adults, with negative spillover effects especially related to increases in disability.

High unemployment rates and levels of informality are critical challenges in the countries. Whilst labor force participation is relatively high in Cook Islands, it goes hand in hand with high levels of subsistence agricultural activity. However, rates of unemployment are higher and of most concern in Samoa. The overall unemployment rate was 8.2 percent, while youth unemployment (18-34) was 18 % and those not in employment, education and training (NEET) were a high 38%. In addition, the quality of jobs remains poor for a sizeable share of those already working as informality is pervasive where workers do not receive basic employment benefits and protections or are employed in unregistered enterprises. In 2017, 37% of employment was informal. Moreover, there is a high reliance on subsistence agriculture – an overwhelming 95% (105,000 persons) reported to be engaged in some form of subsistence production (both men and women), largely due to customary land holdings. Whilst both men and women are engaged in subsistence agriculture, customary law is often applied to inheritance of land, with women facing more discrimination in inheriting land than men (SIGI).

Men and women in Samoa also have limited access to financial services. It is unclear whether customary land can be used as collateral for access to credit, and there is no systemized credit information to facilitate lending. In addition, as banks require capital and collateral, women tend to have lower access to credit and other financial services, and there are reports that female clients are discriminated against by banks, further prevent women from accessing the formal financial sector (International Finance Corporation, 2010, p. 54 cited in SIGI). Approximately 40% of Samoans have bank accounts, although rural and poorer women are much less likely to be able to access these services (Asian Development Bank, 2015 cited in SIGI).

For **older men and women**, the patterns of poverty and vulnerability faced throughout their lives accumulate. Older persons have less savings and more health issues (including disability) compared to younger people. In Samoa, the elderly (age 60 and above) are considered among the vulnerable groups, with around 13.3% below the BNPL. Women, especially widows, have little or no income sources and are more likely to fall into poverty without support.

1.1.2. Additional inequalities cutting across the life course

Gender inequalities. In addition to the unequal gender outcomes discussed above, women also face gender-specific risks across the course of their lives. First, women face high rates of violence in the region, including intimate partner violence, non-partner sexual assault, sexual exploitation and trafficking, and harmful practices such as bride price and accusations of sorcery (2016 Pacific Women Report). A recent review of survey data suggests that lifetime prevalence rates for physical and sexual violence (by intimate partners and non-partners) among Pacific Island women are between 60% and 80%.

Second, women's work in the care economy increases women's poverty and vulnerability: women carry out the majority of unpaid care work, often juggling it with paid work activities. Whilst time-use surveys have not been carried out in the four countries (ILO and UNDP, 2018), regional data shows that in Asia and the Pacific, women spend 262 minutes compared to men's 64 minutes carrying out unpaid care work. Women are consistently time poorer than men, with implications for suboptimal care strategies (affecting care recipients such as infants, children, persons with disabilities and older persons), as well as for the unpaid carers themselves (ILO paper), and unpaid care work is a key obstacle to women moving into better quality jobs (ILO 2018 care work paper).

Disability – across all areas, people with disability have worse outcomes than those with disability. Children with disabilities experience significant disparities in reading and writing proficiency as they are found to be five times more likely to have never attended school compared to persons without disabilities, and most people with disability only complete primary education, suggesting bottlenecks in the advancement of persons with disabilities to secondary school. Young women with disability have even higher rates of adolescent births than: about 20% of women had their first child between the ages of 15 and 19 years compared to 12% of women without disabilities. For people with disabilities, access to decent work is even more challenging. Only 1 in 20 with disabilities were engaged in paid work compared to 1 in 4 persons without disabilities. For women with disability, these challenges are even more acute, as women with and without disabilities are less likely to be engaged in paid work.

Climate risks. Pacific islands are highly vulnerable to natural disasters such as cyclones, flooding, droughts and earthquakes, all of which climate change exacerbates. In Samoa, a total of 70% of the population is located in low-lying coastal areas, which are particularly vulnerable to natural disasters. It is expected that natural disasters will become more frequent and unpredictable in the region as the effects of climate change intensify. Climate change and extreme weather increases the threat of both communicable diseases and NCDs, exacerbate mental health problems and lead to compromised food security. The impacts of climate change and extreme weather are borne disproportionately by vulnerable sectors of the population, exacerbating existing inequalities for the very poor, young children, the elderly, people with disabilities, people with pre-existing illnesses (e.g. NCDs), and individuals in certain occupations (e.g., farmers, fishermen and outdoor workers). These impacts can become permanent and have long-term consequences for human development, with families pulling children out of school, reducing health clinic visits, etc. (World Bank, 2010).

Causes of poverty and vulnerability in the Pacific. While causes of increased poverty and vulnerability vary, increased urbanisation, small and weak economies and increased threat of

natural disasters are some of the leading reasons. Smallness and remoteness further affect competitiveness and access to global markets, yet overreliance on imports makes PICTs vulnerable to changes in the global economy and to adverse. Outward migration and population decline among working age populations in some PICTs has incidence on productivity, worsening economies of scale and reducing the tax base. In the context of diminishing traditional support systems, such as remittances, the absence of a comprehensive social protection system that effectively targets those most in need is a significant gap.

Other factors which contribute to persistent poverty and vulnerable levels include **inadequate legislation and policies** to protect women and children from abuse, exploitation and discrimination (e.g. in relation to land, inheritance rights etc). Whilst some legislation is in place, such as the Convention of Right of the Child (CRC), Convention against All Forms of Discrimination Against Women (CEDAW), and development of the UNCRPD there are gaps in provision and coverage to protect vulnerable populations. The Pacific Youth Council exists as a collective regional effort to encourage the participation of young people across the Pacific Islands. Despite changes in **socio-cultural norms around discrimination and violence**, socio-cultural norms and practices continue to drive much of the discrimination practices towards women, children and people with disability and make these acceptable. **Limited data** also hinders a more detailed understanding of the multiple dimensions of poverty across age, gender, disability and location. **Inadequate investment in the provision of services**, especially for people with disability, but also in basic service provision and social protection more generally, and varying standards of infrastructure across geographical regions and between urban and rural areas. The educational curricula and the aspirations of youths also do not appear to be equally matched by employment opportunities and where young people who do enter the labor force actually work.

1.1.3. Overview of existing social protection policy, institutions and programmes

Although Pacific governments are strengthening their efforts to broaden their social protection coverage (more programmes and increased expenditure in the past decade), many vulnerable populations remain uncovered by either formal or informal social protection systems. In the context of diminishing traditional support systems, the absence of a comprehensive social protection system that effectively targets those most in need is a significant gap.

In the Pacific, formal social protection systems that are in place typically take the form of contribution-based national provident fund schemes, targeting protection in old age. By design, the existing formal systems tend to be accessible to the formally employed. Despite this, the majority of people beyond the national retirement ages have no access to a pension. Informal social protection also exist in the form of “traditional safety nets” and remittances.

The social security in **Samoa** is regulated by a law of 1972, which provides for a provident fund program and a universal old-age pension system (the senior citizen benefit scheme) which guarantees an income for all older persons (at a cost of 1 per cent GDP). The provident fund program covers employed persons, including household workers. Voluntary coverage is available for self-employed persons. The senior citizen benefit scheme covers citizens and permanent residents aged 65 of older residing in Samoa. The senior citizen pension is paid from a distinct fund that is established within the SNPF, but does not draw on the contributions coming into SNPF. Benefits include cash transfers, free medicine and travel benefits. Consultations have indicated universal awareness of the scheme among households, and suggested the importance of the benefits in reducing vulnerability in old age. There are no other formal non-contributory schemes in Samoa.

In **Cook Islands**, the 1989 Welfare Act established the following cash transfer programs: Child Benefit, NewBorn Allowance, Old Age Pension, Infirm and Destitute Allowance. There

are five other social protection programs established by the Government including Caregivers Allowance (targeting caregivers of persons receiving of infirm allowance), power subsidy, funeral allowance, Christmas bonus and special assistance. The Child Benefit programme targets all children up to the age of 16 years to support expenditure relating to basic maintenance and education of children. The new born allowance targets all newborn children and provides a lump sum payment to support the immediate needs related to the birth of the child in addition to the periodic child benefit. The Old Age Pension targets all persons aged 60 and above provided that they have lived in Cook Islands for a continuous period of at least 10 years for Cook Islands Maori descendants or a continuous period of 20 years for others. The Old Age Pension is intended to provide a decent standard of living in old age. The Infirm and Destitute Allowance is targeted to adult persons who are too ill to work or homeless. Other (non-universal) cash payments are made to particular categories of 'infirm' and 'destitute' persons, subject to a means test. The number of recipients of these benefits is small and determined on a case-by-case basis; most are single women with children and no other source of livelihood.

In addition, under the disability benefits scheme, around 203 persons with disability (as reported in 2015) received a non-contributory monthly benefit of NZ\$100, and a monthly benefit of NZ\$150 is paid to carers of under-18-year-olds with a disability who are unable to work. There is also a special assistance scheme for improving the residences of persons with disabilities.

The social protection system of **Niue** provides child allowance for school up to age 18, based on a CCT of NZD 340 per year. It also provides noncontributory community health consistent of free health services. There is a newborn and infant grant of NZD 1,000 paid to mothers. A pension benefit as an unconditional cash transfer for persons 60 years and older. Welfare disability for persons living with disability through UCCT, and a welfare special benefit for young mothers, elderly carers and temporary employed or those who have lost their jobs due to illness.

According to 2015 data, there are no **Tokelauans** living below the basic needs poverty line. The 2016 census, however, found that 22% of households did not have enough money to meet their everyday needs. Traditional community practices appear to provide security against food poverty. As New Zealand citizens, all Tokelauans have access to all of New Zealand's social security benefits; though, to access these, they must be resident in New Zealand. **Tokelau** does not have its own national social assistance scheme.

1.1.4. Progress and challenges in social protection in Samoa, Cook Islands, Niue and Tokelau

Evidence on the impacts of existing social protection programmes is scarce. Reports suggest that the universal child benefit in Cook Islands has become a critical source of income for such families, helping to maintain school attendance and other services and keeping the communities "viable". However, further evaluations are limited / non-existent.

While the social protection system in the Cook Islands is more extensive than other countries, contributory and non-contributory programmes face a number of challenges. Social protection programmes are typically hampered by low participation and contribution rates, limited investment mandates, and inefficient operations. The inefficiencies are exacerbated by vague and inconsistent eligibility standards across the spectrum of income support schemes. The resulting higher transaction costs, due to administrative procedures, impose barriers on the levels of support available for vulnerable populations.

Gaps in policy framework: Social protection mechanisms have developed without explicit social protection frameworks leading to fragmentation in its design, finance, coverage and

delivery. They are biased towards contributory approaches and limited in coverage with gaps along the life-cycle.

Coverage gaps of the eligible population: Social protection in the Pacific covered 31.2% of intended beneficiaries in 2015— thus nearly two-thirds of eligible persons were left without support. Of the three categories, social assistance had the widest coverage of 20.0%. Social insurance, which mainly targets workers in formal employment and self-employment, had a narrower coverage of 8.7%. ALMPs had the least coverage, with 2.4% of intended beneficiaries.

Programme and expenditure gaps across gender and reaching the poor: The data also indicate that social protection schemes are categorically universal according to age and therefore not targeted to the poor in the Pacific. The non-poor are found to be the main beneficiaries (the respective aggregate indicators for the poor and non-poor in Pacific island countries are only 0.2% and 1.7%). This is also reflected in existing social protection expenditure which favours the non-poor,. This is due to the dominance of social insurance programmes benefiting those in formal employment who are less likely to be poor. Social assistance also showed less per capita spending on poor (0.7% of GDP per capita) than on non-poor beneficiaries (1.1% of GDP per capita). ALMPs showed a similar pattern: 0.1% of GDP per capita for the poor and 0.3% for the non-poor. Programmes are also have a gender dimension that does not contribute to equity. Social protection spending on insurance and social assistance in the Pacific also favored men over women in 2015: 3.3% of GDP per capita on men and 2.0% on women.

Inadequate depth of social protection benefits. Across the Pacific, the depth of social protection measures (the average benefits received by actual beneficiaries) varies considerably. Countries with stronger social assistance components (e.g., the Cook Islands, Fiji) have low depth ratings, indicating that social assistance payments are generally quite low and perhaps insufficient to lift vulnerable families out of poverty.

Inadequate labour market programmes. Another component of social protection systems is measures to generate and improve access to employment opportunities among young people and other job seekers. These have been very limited in the PICTs and focus only on skills training (rather than, for example, cash payments for work or training). 'Cash-for-work' schemes have typically been limited to recruitment on public works programmes.

1.1.5. Joint Programme's role in strengthening social protection to reach the poorest and those left behind

The Joint Programme takes advantage of the opportunity to build on national and regional level initiatives promoting inclusive and equitable growth through the development of a coherent social protection policy framework and the development of financially sustainable Social Protection Floors.

Given the multi-pillar nature of the Social Protection policy, covering a wide range of risks and providing mitigation measures to preserve income security and access to equal opportunities in the labour market, a joint approach by relevant UN agencies is required to deliver sustainable results. Most importantly, under different mandates, UN agencies target different groups for whom only a joint approach would facilitate access to inclusive and equitable Social Protection Floors.

Definition of the Social Protection Floor:

The Social Protection Floor, as defined by the United Nations Chief Executive Board (CeB), is an integrated set of social policies designed to guarantee income security and access to

social services for all, paying particular attention to vulnerable groups, and protecting and empowering people across the life cycle. It includes guarantees of:

- basic income security, in the form of various social transfers (in cash or in kind), such as pensions for the elderly and persons with disabilities, child benefits, income support benefits and/or employment guarantees and services for the unemployed and working poor;*
- universal access to essential and affordable social services in the areas of health, water and sanitation, education, food security, housing, and others provided according to national priorities (CeB, 2009a; ILO-WHO, 2009).*

To ensure the Social Protection Floors will address the most vulnerable, stakeholders consulted in the formulation of the Joint Programme recommended a people centered, equity focused and climate resilient approach.

The programme would generate evidence-informed solutions to answer the following: What do we mean by multiple deprivations in the context of SIDS? Who is being left behind? Why are they being left behind? What should be done, who will do it and where will the financial resources come from? How to measure and monitor progress? How to advance accountability? Social Protection policy frameworks in all 4 countries will be reflected in national development strategies and related budgets.

Meaningful participation of all stakeholders is viewed as a cross-cutting issue along with institutional coordination and the development of financing strategies. These also coincide with governments commitments to Leaving No One Behind as envisioned in development plans, regional initiatives like the SAMOA Pathway for SIDS and the ILO/ESCAP regional 'call for action', and the global 2030 Agenda.

These government commitments will continue in forthcoming development strategies and provides an opportunity to explicitly incorporate Social Protection systems to Leaving No One Behind and mainstream disability, gender, youth and climate resilience in development plans. It also provides an opportunity to harness regional initiatives on Social Protection.

The Joint Programme will also address data gaps in poverty and vulnerability by taking a multi-dimensional approach and using traditional and non-traditional data sources to identify people at risk of being left behind. Data specifically around children, persons living with disability, gender inequality and other forms of discrimination will inform the design and implementation of appropriate social protection programmes.

In addition, the Joint Programme's activities aim to support financial inclusion of vulnerable groups whose Social Protection benefits will be distributed through the banking system to reduce transaction costs and facilitate access to other financial services. Also the Joint Programme will establish employment services within the Social Protection system to assist job seekers and youth in particular in developing relevant skills and reentering the labor market.

Across all the programme's interventions, consideration (including appropriate financial resources) will be given to ensure that Social Protection design and systems are developed to address *gender inequality* and to be responsive to persons living with disabilities and other marginalized groups. This includes awareness of the effects of social protection programmes on intra-household issues and gender-based violence, ensuring that persons living with disability have access to banking infrastructure, caregiving services, and appropriate labour market services.

The Joint Programme will be implemented alongside other programmes and services that address stigma and socio-cultural discrimination against women and persons living with disability. Moreover, in the design of the Social Protection Floors, consideration will be given to ensure that the development of formal social protection will complement and not displace traditional safety nets.

1.2 Target groups

About 1 in 10 people in Niue (13%), 1 in 5 people in Samoa (19%) and 1 in 3 people in Cook Islands (28) live below the national poverty line¹. Women, children and the elderly are disproportionately represented among the poor. Children are more likely to live in poor households in Samoa and Cook Islands, poverty prevalence among children is higher than the national average, 22% and 31% respectively. Female headed households and the elderly women and men are more likely to be poor in Samoa. Poverty among the elderly has an urban characteristic in Samoa with about 20% and 19% of elderly in Apia Urban Area and North-West Upolu, respectively, compared to only 8% of elderly in Savai'I and the rest of Upolu living below the national poverty line². In Cook Islands, populations in remote outer islands are more likely to be vulnerable.

Persons living with disability are among the most vulnerable. Evidence in Samoa shows disabled are less likely to be educated, gainfully employed, more likely to be living in poor households, and most at risk of being left behind. They often lack consistent access to health care, education, employment and economic opportunities that is equal to those without disabilities. Thus, people with disabilities are more likely to suffer social exclusion, economic vulnerability and hardship.

As such, large parts of the Pacific Islands people are simultaneously confronted with all five exclusion factors as identified in the UNSDG Guidance on Leaving No One Behind (see Figure 1 below).

This Joint Proposal aims to introduce and enhance the effectiveness of Social Protection systems and implementation in Small Islands Developing States and in Samoa, Cook Islands, Niue and Tokelau, using the Social Protection floor. This is meant to provide the populations of these countries with appropriate social protection benefits across the course of their lives. In particular, it will strengthen the resilience of those vulnerable populations, most of them facing multiple and intersecting forms of discrimination and exclusion due to the very specific context they live in. In establishing and strengthening social protection policy, the Joint Programme will facilitate a dialogue and process of consultation with the governments about how to prioritise the implementation of social protection interventions, and how to reach those facing more than just one exclusion risk as per the chart in Figure 1. These prioritized target groups will include children; women and girls, carers and persons living with disabilities and unemployed, especially youth.

Specifically, the joint programme will support closing the coverage gaps of existing SP interventions and developing nationally-appropriate social protection programmes to address the needs of the population, including vulnerable women and children through maternity and early childhood protection, working age men and women through unemployment protection (including tackling youth unemployment), employment injury protection, disability protection for all and pensions for old age women and men. Protection against climate change risks will be cross cutting as the most vulnerable groups are likely to be the most vulnerable and experience the most severe impacts of climate-related disasters.

Vulnerability mapping for the purpose of targeting social protection benefits and services will draw on multiple datasets and on the data analytics including use big data with support from the UN Global Pulse.

Figure 2 - LNOB assessment

FIGURE 1 FIVE FACTORS OF LNOB: ASSESSING THE EVIDENCE OF WHO IS LEFT BEHIND AND TO WHAT DEGREE?



While the populations above will be direct beneficiaries, the Social Protection system will have a positive impact on the entire society in each country given its contribution to market expansion and growth, improved school performance, increased employability and reduced poverty risk at all ages.

Samoa

Against this backdrop, the Joint Programme in Samoa will support the government to establish **a Social Protection system** to reduce poverty and vulnerability through both

contributive and non-contributive schemes. The quality of life of **over 200,000 people living across Samoa's** four populated islands: Upolu, Savai'i, Manono and Apolima will improve as a result.

In close partnership with the Government of Samoa and other relevant actors, the Participating UN Organizations (PUNOs) in the Joint Programme commit to pursuing results as follows:

1. Over 5,000 pregnant women and 25,000 **children (age 0-4)** will be targeted to income security for pregnant women and mothers of newborn children and their families, and also effective access to quality maternal health care and early childhood development services..
2. Around **11,587 persons living with disabilities** are in need of caregivers who should have the possibility to be formally remunerated. For persons living with disability who do not qualify for a disability pension, a disability allowance will be introduced and formally employed caregiving professionals and certified services will be available.
3. *Non-contributive benefit for elderly* not entitled to a pension (34.8% of the population 60+) will be established. Pension law will be amended to *expand coverage and strengthen financial sustainability of the pension fund*.
4. Labor market services including *job mediation, career counseling, vocational and entrepreneurial training* adopting innovative partnership solutions will be expanded to benefit the active **population 15-64 i.e. 62.93% (over 116,000 individuals)** and enhance competitiveness of the market. Unemployment registration, benefits and vocational and entrepreneurial training including for *returning workers* will be established to shorten transition to jobs.

Cook Islands, Niue, Tokelau

The proportion of the population without an income in each region of Cook Islands was higher in the Southern (20%) and Northern (27%) Islands than in Rarotonga (12%). Access to a decent source of livelihood remains critical to sustain basic needs like shelter, food, health, and education for example. As most commodities are imported, the cost of living is relatively high, particularly in Rarotonga.

Cook Islands, Niue and Tokelau need:

1. Strengthening of the *existing social protection system* in terms of policy, legislation and budgeting will be undertaken to ensure effectiveness and sustainability of the existing non-contributive schemes including Caregiver Allowance, Child Benefit, Destitute and Infirm Benefits, Funeral Allowance, Newborn Allowance, Old-age Pension, Power Subsidy, Special Assistance. Beneficiary populations of up to 17,900 in Cook Islands, 1,600 in Niue and 1,400 in Tokelau will be reached.
2. Integration of portable pensions (pension accrued in New Zealand) into national pension systems to preserve equity and encourage continuation of work until age of retirement.
3. Management information systems, drawing on national ID, will be strengthened.

Similar to Samoa, the improvements in social protection policy and programming will have a wide target group across the populations of the three countries. Specifically, the direct beneficiaries will include the most vulnerable such as children, elderly, people with disability and their carers. The Joint Programme will aim to ensure strengthened Social Protection floors will close the gaps in coverage between men and women and ensure that existing programmes better respond to women and girls' needs.

1.3 SDG targets

The 2030 Agenda for Sustainable Development is people-led and people-centered. Interventions that improve Human Development indices enable progress across the SDGs. As the backbone of any social contract, a viable Social Protection system can accelerate progress against all of the Goals by changing lives, individual and collective behaviors, expanding demand in the economy, equipping people with necessary skills to secure jobs and reducing inequalities and exclusion. By empowering women and other marginalized groups, the impact multiplier of an equitable, universal Social Protection system will generate more value for the money invested in the SDGs. As presented in Table 1 and discussed further, the activities in this proposal will help accelerate progress towards the SDGs through direct multipliers (income effect, productivity effect, asset effect, democratic effect) and indirect multipliers (better risk management, institutional and social cohesion).

During the project's initial stage, the target baseline will be determined and the methodology for measurement of progress during its execution as well as extrapolation of trends until the end of 2021. Also, as vulnerable populations will be identified and given access to SP benefits and services, the crosscutting effect of SP across the goals will be monitored using traditional data sources (HIES, DHS-MICS etc.) as well as big data and existing sources of evidence.

Table 1 - SDG Targets relevant to the SP Joint Programme

Goal	Targets	Key indicators	Baseline data
Goal 1. End poverty in all its forms everywhere	1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	1.3.1 Percentage of the population covered by social protection floors/systems	(2015) - 31.2% (regional) Of which: Social Assistance 20% Social insurance 8.7% Labour market services 2.4%
Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture	2.1 By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants	2.1.1 Prevalence of undernourishment 2.1.2 Prevalence of moderate or severe food insecurity in the population	Samoa - 9.1 (Wasting-3.7 ; overweight -5.4) Cook Islands- no data Niue- no data Tokelau- no data

Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all	4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education	4.2.1 Percentage of children under 5 years of age who are developmentally on track in health, learning and psychosocial well-being	Data forthcoming – DHS-MICS 2019
Goal	Targets	Key indicators	Baseline data
Goal 5. Achieve gender equality and empower all women and girls	5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility	5.4.1 Percentage of time spent on unpaid domestic and care work, by sex, age group and location	
Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	8.5 By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities	8.5.2 Unemployment rate, by sex, age group and persons with disabilities	Samoa (2018³) Unemployment 8.2% Youth unemployment 18% Cook Islands (2011) Unemployment 8.2% Niue (2017 Census) Unemployment 0.3%

Goal 10. Reduce inequality within and among countries	10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality	10.4.1 Labour share of GDP, comprising wages and social protection transfers	OECD UN DESA data
Goal	Targets	Key indicators	Baseline data
Goal 13. Take urgent action to combat climate change and its impacts	13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries	13.1.1* Number of deaths, missing people, injured, relocated or evacuated due to disasters per 100,000 people	
Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	16.6 Develop effective, accountable and transparent institutions at all levels	16.6.1 Primary government expenditures as a percentage of original approved budget, disaggregated by sector	
Goal 17. Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development	17.1 Strengthen domestic resource mobilization, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection	17.1.1 Total government revenue (by source) as a percentage of GDP 17.1.2* Proportion of domestic budget funded by domestic taxes	

More broadly, SDG targets on which progress will be accelerated through this Joint Programme, either directly or indirectly, cover the full breadth of the sustainable development agenda given the multiplier effect that inclusive and equitable social protection floors have in any development context. The list below presents in bold SDG targets that the Joint Programme contribute to directly:

Table 2 - SDG targets advanced by Social Protection floors in Samoa, Cook Islands, Niue and Tokelau

SDG targets on which the progress will be accelerated (includes targets from a range of SDGs and development pillars):

- **SDG1:** 1.1, 1.2, **1.3**, 1.4, 1.5, 1a
- **SDG2:** **2.1**, 2.2
- **SDG3:** 3.1, 3.2, 3.4, 3c
- **SDG4:** 4.1, **4.2**, 4.3, 4.4, 4a
- **SDG5:** 5.1, 5.2, 5.3, **5.4**, 5.5, 5.6, 5c
- SDG6: 6.1, 6.2
- SDG7: 7.1
- **SDG8:** 8.1, 8.3, **8.5**, 8.6, 8.8, 8.10, 8a
- SDG9: 9.3
- **SDG10:** 10.1, 10.2, 10.3, **10.4**, 10b, 10c
- SDG11: 11.2, 11.3
- SDG12: 12.8, 12c
- **SDG13:** **13.1**, 13.2, 13.3, 13a-13b
- **SDG16:** **16.6**, 16.7
- **SDG17:** **17.1**-17.19

(Note: Bold entries indicate direct or main streamed impact, non-bold indicates synergetic impact)

While the Joint Programme will monitor progress against 9 of the SDG Targets identified, contributions of the Social Protection floors to the rest of the targets will be measured through the overarching SDG Monitoring and Evaluation Frameworks that Governments put in place in preparation of their Voluntary National Review reports to the High-Level Political Forum.

A well designed social protection floor including effective labor market interventions will elevate over 37,000 people from poverty in Samoa (18.8% of the population), increase local consumption and support business growth and employment that will further enhance tax-based public revenues and fiscal stability. The resulting transformation in access and opportunity will affect recipients and non-recipients. Progress across the SDGs will accelerate through direct multipliers (income effect, productivity effect, asset effect, democratic effect) and indirect multipliers (better risk management, institutional and social cohesion).

1.4 Stakeholder mapping

The robustness of the Social Protection systems to be developed in Samoa, Cook Islands, Niue and Tokelau depends on the quality of the national and subnational consultations and the participation of the wide range of stakeholders of this initiative in its design and performance monitoring to secure ownership, integrity and sustainability. In the administration of the Social Protection systems, Governments engage in partnerships with the civil society around social services, public outreach and access to information to ensure Social Protection remains inclusive, transparent, adequate and prompt to the wide range of needs that the poor and other marginalized people experience

The **Experience Map** below identifies what each stakeholder provides to ("gives to") the other stakeholders in Samoa, Cook Islands and Niue. At the intersection of the column and

row of the same stakeholder, the intrinsic motivation of the relevant stakeholder is being reflected in connection with the scope and the objectives of the Social Protection Joint Programme. This analysis informs the approach to partnerships within the implementation of the Joint Programme drawing on institutional mandates, areas of interests and assigned role in the pursuit of this initiative.

Table 2 – Experience Map

Samoa	MWCSD	MESC	MOH	MJCA	SBS	SUNGO	SVSG	SNYC	NOLA	MCIL	SNPF
MWCSD	Improved Community welfare and social services for vulnerable people	Partnership on development of health benefits for SP target groups.	Capacity support on policies to protect disability, vulnerable children, unemployed youth	Support on economic and social development programmes to empower female single headed households	Support the coordination of survey on women and children issues/needs.	Economic and social development programmes for all NGOs (agriculture handicrafts etc)	Support on development of policies on the rights and protection of vulnerable women and children, and certification	Support to strengthen institutional capacity to deliver economic and social development programmes for youth	Support on improved laws, policies, capacity building for services providers/care givers on protection and inclusion of people with disabilities and certification	Partnership in youth employment policy and capacity development	Pension scheme and lending facilities for staff
MESC	Partnership on community education programmes	Guarantee the right to access to education	Partnership on health education programs, advocacy and outreach	Partnership on development of policies to guarantee children rights to education	Support in the coordination of survey on education	Community learning opportunities for vulnerable women.	Reintegration of vulnerable children in the education	Outreach and advocacy for life skills and lifelong learning programmes	Support on implementation of the Inclusive Education policy ensuring disability children are enroll in regular schools	Support in vocational programmes to match labour market and job skills needs and	Pension scheme and lending facilities for staff

										<i>school to work transition</i>	
MOH	<i>Partnership in community health programmes</i>	<i>Partnership in health education programmes</i>	<i>Provide access to health services for the vulnerable groups</i>	<i>Partnership in the development of social protection legislations particularly on health services and access for vulnerable people</i>	<i>Partnership in coordination and implementation of survey (DHS-MICS)</i>	<i>Partnership in advocacy and outreach of social protection benefits for vulnerable women, girls and children</i>	<i>Advocacy and outreach for women's health/maternal health programmes</i>	<i>Outreach and advocacy of health programmes</i>	<i>Provision and access to health services for people with disability</i>	<i>Support in occupational health and safety policy development and monitoring</i>	<i>Pension scheme and lending facilities for staff</i>
Samoa	MWCS	MESC	MOH	MJCA	SBS	SUNGO	SVSG	SNYC	NOLA	MCIL	SNPF
MJCA	<i>Partnership in development of policies on community social welfare</i>	<i>Partnership in development and monitoring of policies to ensure children are in school.</i>	<i>Partnership in development of policies guaranteeing vulnerable people to access health services.</i>	<i>Develop legislations/policies on social protection</i>	<i>Partnership in coordination of survey, census</i>	<i>Strengthen institutional capacity</i>	<i>Protection orders for abused women and children</i>	<i>Strengthen institutional capacity to reintegrate youth juvenile through employment/counselling programmes</i>	<i>Protection of people with disability with the relevant laws</i>		<i>Pension scheme and lending facilities for staff</i>

SBS	<i>Partnership on DHS-MICS/DIV module</i>	<i>Partnership on education data etc</i>	<i>Partnership on DHS-MICS and generating data on vulnerable people</i>	<i>Statistics on female headed households</i>	<i>Collect statistics/data on poverty, vulnerable populations</i>	<i>Partnership on national survey, census</i>	<i>Statistics on vulnerable children</i>	<i>Youth unemployment survey</i>	<i>Disability Monograph for better planning/budgeting of disability inclusion support programs</i>	<i>Support in Labour market and employment surveys</i>	<i>Pension scheme and lending facilities for staff</i>
Samoa	MWCSD	MESC	MOH	MJCA	SBS	SUNGO	SVSG	SNYC	NOLA	MCIL	SNPF
SUNGO	<i>Support to implement MWCSD community/ngo programmes</i>	<i>Support to advocate community learning programmes</i>	<i>Advocate and outreach programmes on health programmes for vulnerable people.</i>	<i>Support in coordination of consultations of legislations and policies on social protection</i>	<i>Partnership on generating data from all surveys in the communities</i>	<i>Improve capacity of CSO/NGO to facilitate and access social protection activities.</i>	<i>Strengthening institutional capacity to implement programmes for vulnerable children</i>	<i>Support strengthening institutional capacity to implement programmes for youth groups</i>	<i>Support strengthening institutional capacity to implement programmes for disability groups</i>	<i>Support in labour policy development for NGO's</i>	<i>Pension scheme and lending facilities for staff</i>
SVSG	<i>Support in implementation of MWCSD activities for vulnerable women and children.</i>	<i>Advocate the right to access education .</i>	<i>Advocate the right of vulnerable women girls and children to access basic health services</i>	<i>Advocate on protection of vulnerable women, girls and children under existing legislations.</i>	<i>Support in coordination of surveys.</i>	<i>Partnership in capacity development of service providers</i>	<i>Promote and advocate the right to education for vulnerable children, girls and women</i>	<i>Partnership in advocating for the rights of vulnerable youth.</i>	<i>Advocate the rights and protection on people with disabilities.</i>	<i>Support in child labour protection laws/policies</i>	<i>Pension scheme and lending facilities for staff</i>

SNYC	Support in coordination of programmes to empower unemployed youth.	Support in advocating on access to education	Outreach and advocacy on access to health programmes	Outreach and advocacy on rehabilitation programmes targeting youth juveniles	Partnership on survey on youth unemployment	Partnership on community programmes for youth	Support in advocacy and outreach on the protection of vulnerable women, girls, youth and children.	Advocate and promote the rights and needs of unemployed youth	Partnership in advocating for the rights, protection of people with disabilities.	Support in youth employment opportunities	Pension scheme and lending facilities for staff
Samoa	MWCSD	MESC	MOH	MJCA	SBS	SUNGO	SVSG	SNYC	NOLA	MCIL	SNPF
NOLA	Support implementation of disability programmes	Support the implementation of the Inclusive education policy	Advocate the rights of people with disability to access health services	Support to inform disability community on legislations guaranteeing their rights and protection	Support in the coordination of surveys concerning people with disability.				Advocate and support the rights and protection of all people with disability.	Support in development of occupational healthy and safety for people with disabilities policies	Pension scheme and lending facilities for staff

MCIL	<i>Support in labour policy for youth employment</i>	<i>Partnership in youth labour skills education programmes</i>	<i>Support in policies on health and safety in workplace</i>	<i>Support in the development of labour laws</i>	<i>Support in the coordination on surveys on labour markets, employment, skills</i>	<i>Support capacity development on labour laws and skills for NGOs/workforce</i>	<i>Support child labour policies</i>	<i>Support in youth employment skills survey and policies</i>	<i>Support in inclusive and safety of workplace policies for people with disabilities.</i>	<i>Create decent job and protect the rights of workers</i>	<i>Pension scheme and lending facilities for staff</i>
SNPF	<i>Pension scheme and lending facilities for staff</i>	<i>Pension scheme and lending facilities for staff</i>	<i>Pension scheme and lending facilities for staff</i>	<i>Pension scheme and lending facilities for staff</i>	<i>Pension scheme and lending facilities for staff</i>	<i>Pension scheme and lending facilities for staff</i>	<i>Pension scheme and lending facilities for staff</i>	<i>Pension scheme and lending facilities for staff</i>	<i>Pension scheme and lending facilities for staff</i>	<i>Pension scheme and lending facilities for staff</i>	<i>Support in the design of payment scheme.</i>
Cook Islands "Gives to"	Ministry of Internal Affairs	Ministry of Education	Family Welfare Association	National Disability Council	National Youth Council	CI Civil Society Organisations.	Statistics office				
Ministry of Internal Affairs	<i>Provide welfare services for vulnerable children, youth, elders, women etc</i>	<i>Partnership on education programs for community development</i>	<i>Provide access to welfare services</i>	<i>Provide programmes and access to welfare services of people with disability.</i>	<i>Support economic and social development programmes to provide youth employment</i>	<i>Support in</i>	<i>Support in the coordination of national surveys</i>				

Ministry of Education	Partnership on education programmes	Inclusive education and right to education for all		Inclusive education for children.	Life Skill courses for youth	Community education programs	Partnership on national survey on education				
Family Welfare Association	Advocate welfare benefits and programmes		Coordinate and advocate on community welfare benefits for vulnerable people.	Support certification, capacity development for service providers/carers	Support welfare support for unemployed youth		Partnership on national surveys on people supported under welfare system				
National Disability Council	Support implementation of programs for people with disability	Advocate inclusive education and rights to education	Support coordination of welfare services for people with disability	Advocate the right, protection and inclusion of people with disabilities		Partnership in community programs on inclusion of people with disability	Support in national survey/monograph of people with disability				
Cook Islands "Gives to"	Ministry of Internal Affairs	Ministry of Education	Family Welfare Association	National Disability Council	National Youth Council	CI Civil Society Organisations.	Statistics office				

National Youth Council	<i>Partnership in economic programs to empower unemployed youth</i>	<i>Partnership to advocate and promote life skills courses for youth.</i>			<i>Advocate the needs and challenges of unemployed youth</i>	<i>Partnership in community programs for unemployed youth</i>	<i>Support in national surveys on youth unemployment and labour market information.</i>				
CICSO	<i>Support in the implementation of community projects</i>	<i>Support in the implementation of community education programs</i>		<i>support community programs for inclusion of people with disability</i>	<i>Support with community development programmes for unemployed youth</i>	<i>Coordinate support for CSO in terms of social welfare and benefits.</i>	<i>Support in national surveys</i>				
Statistics Office	<i>Provide data and statistics</i>	<i>Provide data and statistics</i>		<i>Provide data and statistics on people and disability</i>	<i>Provide data and statistics on youth</i>		<i>Conduct national surveys, collecting data on poverty etc</i>				
Niue "Gives to"	Ministry of Social Services	Niue NGO	Niue Youth Council	Niue Women Council							

Ministry of Social Services	<i>Support on legislative/policies on social protection</i>	<i>Support community development programmes</i>	<i>Support economic development programmes for unemployed youth</i>	<i>Support for women economic empowerment and gender equality.</i>							
Niue NGO	<i>Partnership in implementation of community development programmes</i>	<i>Advocate economic challenges of the NGOs in terms of</i>	<i>Coordinate NGO programmes for youth</i>	<i>Support NGO women groups.</i>							
Niue Youth Council	<i>Partnership in delivery of programs to empower youth,</i>	<i>Support NGO youth programs</i>	<i>Advocate the challenges and needs of unemployed youth</i>								
Niue "Gives to"	Ministry of Social Services	Niue NGO	Niue Youth Council	Niue Women Council							

Niue Women Council	<i>Partnership in delivery of programs to empower women</i>	<i>Support delivery of NGO programs for women</i>	<i>Support delivery of programs for youth</i>	<i>Advocate challenges and needs to vulnerable women</i>							
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2. Programme Strategy

2.1. Overall strategy

2.1.1. Developing transformative social protection systems

The initiative of building Social Protection systems is the first of its kind in Samoa, Cook Islands, Niue and Tokelau. It is unique because it supports Social Protection systems to be nationally owned and address human capabilities in an 'active' (actors participate in development) rather than a purely 'reactive' manner (post-shock hand-outs).

It integrates national, regional and UN initiatives to leave no one behind (LNOB). Introducing Social Protection floors is considered transformative in: (a) easing liquidity constraints and enhancing access to basic goods and services (b) improving household's asset base (c) improving productivity. The benefits to the economy are significant as households have better access to health, education, nutrition and other basic necessities which are prerequisite for inclusive growth.

The resulting transformation in access and opportunity will affect recipients and non-recipients of Social Protection benefits and services.

Implementation of the SDGs will be accelerated through direct multipliers (income effect, productivity effect, asset effect, democratic effect) and indirect multipliers (better risk management, institutional and social cohesion).

Proposed interventions synergize each country's development objectives along with regional (e.g., ILO/ESCAP Social Floor & Call for Action no SP) and the United Nations commitments reflected in the UN Pacific Strategy 2018-2022. Universal access to Social Protection in Samoa, Cook Islands, Niue and Tokelau yields strong potential of generating multiple impacts on SDGs.

A specific component of the program addresses leveraging additional financing for social protection as a smart investment (Public Finance) because it eventually creates resources for the economy through, inter-alia, increase demand for goods and services and expansion of the taxation base. Issues related to the sustainability and scalability of the Social Protection and the specific constraints that SIDS are facing in the pursuit of the SDGs and of other international commitments will be addressed within the broader context of regional and multilateral cooperation and the combined resources that could be thus mobilized.

Social Protection systems in Samoa, Cook Islands, Niue and Tokelau have evolved at different trajectories without any explicit SP framework and reliant on colonial vestiges. Consequently, the Social Protection landscape is ad-hoc, fragmented and reveals gaps along gender and the life-cycle. The program addresses these disparities by promoting active and universal SIDS context specific Social Protection interventions. Costing alternative scenarios is an integral part of the support envisioned in addition to examining legislation, implementation and M&E arrangements.

UN objectives, approaches and outcomes are strongly aligned with the proposed programme. Agencies such as ILO, WFP, UNDP, UNWOMEN, UNICEF, IFAD, UNESCO & UNESCAP, active in Samoa, Cook Islands, Niue & Tokelau support evidence-based and integrated SP systems for climate resilience, labour markets and job creation, food security, culture and heritage

preservation, human rights, equitable development, gender equality and disability inclusion. They are also engaged in ensuring appropriate staff and experience are deployed for these.

IFI's such as the ADB & WB are supporting governments to introduce digital IDs which are critical for administering Social Protection benefits.

It is closely aligned to Regional initiatives supported by the ILO/ESCAP (e.g., social floor, roster of experts on SP) and hence has strong scale potential because commonalities are being integrated through this program.

Governments are interested in introducing SP systems explicitly in their development strategies that are currently being developed and hence need support.

To secure sustainability of results, the Joint Programme will establish Social Protection systems that are fully integrated in the country's vision for sustainable development and approaches to SDG progress. More specifically, the Joint Programme will:

- Develop legislative frameworks for the Social Protection floors
- Incorporate Social Protection explicitly in national development strategies
- Create evidence bases and strong information systems to preserve the integrity of the Social Protection floors and secure financial sustainability
- Create social and political ownership through participatory stakeholder engagement with quality evidence
- Strengthen and implement sustainable institutional coordination structures with ICT driven M&E and reporting frameworks
- Encourage regional partners, multilateral agencies, IFIs, bilateral partners and private sector corporations to participate and contribute as a smart investment

2.1.2 Enabling achievement of select SDG targets

SDG Target 1.3⁴ - The introduction of data and evidence-informed Social Protection floors in Samoa, Cook Islands, Niue and Tokelau in 2020 will enable the achievement of SDG 1, Target 1.3 by 2030 as two full cycles of multi-year national development plans for Samoa (2021-2024, 2025 - 2029), Cook Islands (2021- 2025, 2026-2030) and Tokelau (2021-2025, 2026-2030) will integrate and budget commitments to advanced implementation of the floors and leaving no one behind. In Niue, the Social Protection floor will be reflected in the mid-term review of the National Strategic Plan (2016-2026) with the aim to ensure SDG Target 1.3 is met by 2030.

SDG Target 2.1⁵ - Chronic hunger and malnutrition persist in the Pacific region. High population growth, rapid urbanization, natural disasters, limited sources of cash income and low awareness about nutritional requirements are some of the key factors influencing hunger risk in the region.

Food availability- Across most Pacific Islands, agricultural production per capita is declining. Traditionally the country has relied on diets consisting of readily available indigenous foods

⁴ 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable

⁵ 1.2 By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions

such as root crops, fish and vegetables. However, as the region is becoming more urbanized, diets are becoming increasingly dependent on imported foods.

Access to food- High income disparities exist in the region; generally urban populations have higher incomes than those in rural areas. While rural communities generally rely on traditional farming and fishing for food (and income), trade in small markets also helps supplement diets.

Food utilization - Even when the quantity dietary energy is sufficient, individuals may not consume sufficiently diverse or nutritious food. Underweight and overweight are significant problems in the region – both are associated with the increasing dependence on foods with high sugar and fat contents.

As the Social Protection floors reduce income poverty and inequality, access to more nutritious food is enabled. To ensure the floors address food security needs, Social Protection benefits could be provided in-kind. Financial support to poor and vulnerable families will secure access to food for their children.

SDG Target 4.2⁶ - Social protection is particularly important for children, in view of their higher levels of vulnerability compared to adults, and the role that social protection can play in ensuring adequate nutrition and access to and utilization of social services. The rights of children to social protection are clearly stated in the Convention on the Rights of the Child (CRC) that Samoa, Cook Islands and Niue have ratified. According to the CRC, children have the right to social security, including insurance, and to an adequate standard of living, all of which are provided by social protection systems. Most importantly, social protection addresses underlying causes of violence against children taking into account intra-household dynamics and, in most cases, legislating child protection. The Social Protection floors in Samoa, Cook Islands, Niue and Tokelau will take a “child sensitive” approach to ensure children with vulnerabilities or belonging to special groups will be covered by benefits and services. Tokelau as a non-self-governing New Zealand territory is not independently a party to the CRC. New Zealand in turn has not extended the application of the CRC to Tokelau, but has stated that it seeks to ensure its application to children in Tokelau. The Committee on the Rights of the Child highlighted this issue in the 2016 periodic reporting of New Zealand, including in its list of issues the status of the CRC in Tokelau, stating that this should be clarified. The Social Protection Joint Programme will ensure that children in Tokelau will have access to adequate social protection.

SDG Target 5.4⁷- Gender equality and women’s empowerment will be mainstreamed in the design of the Social Protection floors. Through access to skills development opportunities and job mediation services, women’s access to jobs and incomes will be enabled. Caregiving as a profession will be reflected in national qualifications and specific employment arrangements will be made so that the currently unpaid work to support family members living with disability could be recognized and remunerated. Social services to include child care will also enable

⁶ 4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education

⁷ 5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate

women to return to the labor market and secure formal employment and social protection coverage.

SDG Target 8.5⁸- Access to employment requires relevant skills and the necessary infrastructure of services that the Joint Programme will put in place as part of the Social Protection systems. Unemployment and youth unemployment are among the critical drivers of poverty and exclusion across the 4 countries. Accessing work comes with specific costs for transport, clothes, availability of relevant documents etc. for which Social Protection benefits could provide a minimum income. Decent work sums up the aspirations that all people have for their working lives; for work that is productive, delivers a fair income with security and social protection, safeguards basic rights, offers equality of opportunity and treatment, prospects for personal development and the chance for recognition and to have everyone's voice heard. Decent work is also central to efforts to reduce poverty and is a path to achieving equitable, inclusive and sustainable development. Decent work also underpins peace and security in communities and societies.

Through effective employment services including job mediation, vocational and entrepreneurial training, individuals return to the labour market, secure jobs and access social protection. Decent work opens social protection rights and access to compensations for short and long-term loss of work capacity due to market dynamics, regular or professional disease or work injuries, disability and ageing.

By enabling over 70% of the active population of Samoa to find jobs (only 28.9% of the active population is formally employed according to the 2018 Human Development Statistical Update), significant progress will be made in reducing poverty and inequality and promoting inclusive growth and stability. Decent work also limits migration.

SDG Target 10.4⁹- Social protection represents an important policy tool for Governments to maintain labor shares of GDP at an optimal level and underpin consumption and growth. By providing social safety nets at the base of the income pyramid, the lowest quintile will strengthen purchasing power and increase consumption of goods and services. Access to decent work will also balance distribution of income in the economy and contribute to the reduction of inequality. Equally important is that social protection policies will be designed in full consistency with the country's fiscal and wage policies given their logical connection. All three represent the most direct intervention of the State in the economy. Progress monitoring under SDG 10.4 also allows countries to identify optimal labor shares and adjust fiscal, wage and social protection policies to maintain the level of optimality in income distribution in the economy.

SDG Target 13.1¹⁰- Social Protection floors help beneficiaries to better prepare and respond to disasters. Impact of extreme weather events and other climate change-related challenges

⁸ 8.5 By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value

⁹ 10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality

¹⁰ 13.1 Strengthen resilience and adaptive capacity to climate- related hazards and natural disasters in all countries

could be immediately mitigated and reversed through regular access to income and social services.

SDG Target 16.6¹¹- The Joint Programme will focus on institutional coherence and responsiveness with respect to the Social Protection administration and delivery of benefits and services.

SDG Target 17.1¹² Social protection contributive and non-contributive schemes are domestically funded. While part of the public spending, social protection floors also generate resources through the income effect in the economy. Most importantly, viable social insurance programmes increase motivation for people to find and hold jobs and to further contribute to the sustainability of the pension funds.

2.1.3 Measuring SDG progress

The results of the Joint Programme are expected to make a measurable contribution to the selected SDG targets. To track progress, the Joint Programme will consider several steps as follows:

Step 1: Create baselines through innovative and extensive data collection and participatory analyses.

Step 2: Identify an indicator framework through public and inclusive consultations to calibrate progress.

Step 3: Implement M&E systems (quantitative & qualitative) reporting on and evaluating outcomes as well as implementation processes for Step 2.

Step 4: Deploy state of the art data sciences to inform decisions and Leave No One Behind including data analytics drawing on non-traditional sources such as big data as part of the UN Global Pulse Pacific Lab area of expertise

In Samoa, the [SADATA system](#) tracking implementation of the recommendations of the 2106 Universal Periodic Review and CEDAW report against relevant SDGs will be used to identify contributions made by the Social Protection floor.

2.1.3. Expected added value by the UN participation and advancement of UN Pacific Strategy priorities

The UN has 'central' value-added and can play a key role in the development of viable Social Protection systems in the region and beyond:

1. It has the unique reputation as a neutral facilitator and convener
2. Focused on human rights, SDGs and global cooperation
3. Largest curator of global experience and best practices, methods, ideas and evidence
4. Plays a global critical role in evidence informed advocacy
5. Committed to forging enduring partnerships within nations and across borders
6. Provision of technical expertise, scientific advice & financial resources to Leave No One Behind
7. Harmonize regional and inter agency initiatives for collaboration and economies of scale

¹¹ 16.6 Develop effective, accountable and transparent institutions at all levels

¹² 17.1 Strengthen domestic resource mobilization, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection

The UN Country Team in Samoa, Cook Islands, Niue and Tokelau will leverage the global and domestic normative framework and bring these aspects together in a coordinated response in order to facilitate governments to make smart and informed policy and investment decisions, especially in relation to social protection. Specific UN agencies with expertise and experience on different aspects of Social Protection will contribute substantially to the development of frameworks and systems. This will allow all women, men and children inclusive and equitable access to broader opportunities as well as a higher quality of life which are common, central development goals of Samoa, Cook Islands, Niue and Tokelau.

Although broad in scope and combining socio-economic priorities, the **UN Pacific Strategy 2018-2022 lacks clarity as to how inclusive social policies and programmes could further accelerate progress in climate change mitigation and adaptation and disaster risk management.** Social development and climate resilience are defined and pursued as separate tracks. The Social Protection Joint Programme will test a series of assumptions and propose a Theory of Change that identifies social investment as a critical pathway to climate resilience and Leaving No One Behind.

In achieving the overarching goal of equitable access to Social Protection for all people in need in Samoa, Cook Islands, Niue and Tokelau, the Joint Programme will:

- Leverage connectivity and technology through dedicated ICT systems to the administration of Social Protection floors
- Use non-traditional datasets to map poverty and vulnerability
- Tailor the three components of the Social Protection system - social insurance, social welfare and labour market interventions - to address vulnerabilities that are typical to SIDS and to the four relevant countries
- Factor in life-cycle contingencies and mainstream gender, disability, elderly, children and youth in the proposed floors

The Social Protection Joint Programme in Samoa, Cook Islands, Niue and Tokelau is implemented within the framework of the United Nations Pacific Strategy (UNPS 2018-2022) covering all of the Pacific Islands Countries and Territories against six outcome areas. The UN Country Team operates in these areas through Outcome Groups that include regional organizations as well.

- UNPS six strategic areas include climate change, disaster resilience and environmental protection; gender equality; sustainable and inclusive economic empowerment; equitable access to basic services; governance and community engagement and human rights. This proposal creates a systematic framework to address these areas through evidence informed decisions, collective and inclusive participation, institutional strengthening, extending partnerships and seeking smarter financing mechanisms.
- These areas are also mainstreamed in the UN's global commitment to a people centered and leave no one behind approach for the SDGs.
- Local SDG priorities involve climate resilience, broadening opportunities for all, and sustainable development which are also high-level outcomes expected from this program.
- The program is aligned with regional initiatives including the Mid-Term Review of the SAMOA Pathway High Level Political Declaration calling for the implementation of nationally appropriate social protection and measures for the poor and vulnerable including people with disability. It's also aligned with regional and sub-regional analyses and policy guidance on climate risk management and the promotion of regional co-operation on social protection by ESCAP and ILO.

One of the strategic dimensions of the JP is to build sustainability mechanisms that will allow people of the islands to enjoy sound Social Protection systems and the benefits and services they bring about in the long-run. Specifically, the development of the social protection systems will aim to close gender gaps in coverage in existing social protection programmes, design gender-responsive and inclusive social protection programmes and systems to reach excluded populations – especially children, persons living with disability and the poorest populations – and support the resilience of those most at risk to the negative impacts of climate-related disasters.

- Develop legislative and policy framework that will be enacted by Parliament, implemented and coordinated by the sector ministries with the contribution and participation of key stakeholders
- Incorporate SP explicitly in development strategies and policies designing the appropriate coordination and targeting mechanisms
- Create evidence bases and strong information systems that will allow to track the results and impact on the beneficiaries in terms equality, equity and inclusion
- Create social and political ownership through participatory stakeholder engagement with quality evidence. Public, private, SCOs and representatives of beneficiaries will be stimulated to ensure awareness, participation, commitment, ownership, transparency and accountability and therefore efficiency and effectiveness of the SP systems
- Institutional responsibilities and capacities will be strengthened, while allowing for coordination within the public sector, private sector and SCOs, in their respective areas, based on reliable and updated data information systems that will contribute to effective M&E, reporting and beneficiary tracking
- When and where possible promote and establish voluntary, participatory and market-based ID mechanisms that ensure universal SP for the prioritized areas within the LNOB commitment. Establish the SP information systems using appropriate, reliable and affordable BD tools.
- The SP system developed based on transparent and efficient transfer mechanisms will contribute to PPP as well as leveraging resources from traditional as well as non-traditional sources including MDBs, IFIs, bilateral agencies and others
- Strengthen and implement sustainable institutional coordination structures with ICT driven M&E and reporting frameworks.
- Encourage regional partners, multilateral agencies, IFIs, bilateral partners and private sector corporations to participate and contribute as a smart investment

Measuring progress towards the SDGs would be based on the following four steps:

- Step 1: Create baselines through innovative and extensive data collection and participatory analyses.
- Step 2: Identify a indicator framework through public and inclusive consultations to calibrate progress.
- Step 3: Implement M&E systems (quantitative & qualitative) reporting on and evaluating outcomes as well as implementation processes for Step 2.
- Step 4: Deploy state of the art data sciences to inform decisions and LNOB including through the use of non-traditional sources of data and analytics generated by the UN Global Pulse Pacific Lab.

2.2 Theory of Change

The problem

Due to geographic remoteness, market size, socio-economic isolation, high reliance on the environment for subsistence farming and fishing and exposure to climate change impacts and extreme weather events, the Pacific Island Countries and Territories (PICTs) are home to the most vulnerable populations in the world. All factors leading to exclusion that have been identified in the [Leaving No One Behind \(LNOB\) methodology of the United Nations Sustainable Development Group](#) such as Geography, Discrimination/Identity, Vulnerability to Shocks, Socio-Economic Status and Governance are applicable to the people of the PICTs.

Populations of Samoa, Niue, Cook Islands and Tokelau - the four countries and territories covered by this programme proposal - experience similar challenges with the rest of the PICTs. The atoll communities (Tokelau: Fakaofu, Nukunonu and Atafu and the seven islands forming the Northern segment of Cook Islands) are at an augmented climate risk given constant flooding and loss of land to the rising sea levels. Some parts of those atolls are no longer livable.

With an Employment to Population rate of only 28.9%, Labor Force Participation rate of 31.5%, overall unemployment rate of 8.2 % and Not in Employment, Education of Training (NEET) Youth of 39.7%¹³, various forms of discrimination, Samoa faces additional challenges in building resilience. According to the Human Development Statistical Update 2018, only 49.5% of those who have reached the statutory age of retirement are entitled to a pension. Absence of regular incomes and social protection coverage hinders household preparedness for major weather events, flood management and food security. Joblessness also forces families to take children out of school and engage them in income generating activities despite Samoa's ratification of relevant ILO instruments and the United Nations Convention on the Rights of the Child.

Entrenched inequalities that have cultural determinants affect women and girls who cannot fully realize their full potential. Labor force participation of women stands at 23% in Samoa. Additionally, domestic violence is at the highest rate among the PICTs, women and children representing the majority of the victims.

People with disabilities also face severe disadvantages, and high levels of vulnerability. Persons with disabilities are less likely to be educated, gainfully employed, more likely to be living in poor households, and most at risk of being left behind.

Joblessness and absence of other income opportunities led to high reliance on remittances, traditional social safety nets such as church support and other village specific help mechanisms, the quality of life being affected by multidimensional deprivation. Consumption patterns are also changing based on availability of money, poor nutrition being one of the underlying causes of the high incidence of Non-Communicable Diseases (NCDs). Limited local production of vegetables and other agricultural produce also reduces options for healthy eating. As a result, child obesity and overall adult obesity and diabetes represent a regular occurrence.

Insufficient financial means also hinder investment in better housing including proper sanitation and flood management, a large part of the population still living in open houses (fale) that no longer offer proper safety conditions, with the inherent health and security risks,

given the changes in climate and the high incidence of cyclones, earthquakes and other natural hazards.

Understanding the overall context and the root causes of highly interconnected adverse factors such as income insecurity, precarious health, vulnerability to climate change and extreme weather events that, all together, contribute to poverty and exclusion, the Joint Programme aims at addressing multiple social risks through introducing fiscally sustainable social protection floors.

While the Samoa Bureau of Statistics reports an income poverty rate of 19%, no new data exists with respect to the share of the population living below the poverty line. Samoa has never had a multidimensional poverty measurement to inform social policy and lawmaking. Cook Islands, Niue and Tokelau have adopted parts of the social protection system of New Zealand with both contributive and non-contributive schemes in place. However, the sustainability of the pension systems requires a thorough review. Also, inclusiveness and equity in the existing social protection systems must be strengthened.

Across the four countries and territories, labor market services are weak, most of the unemployed lacking access to job mediation services, vocational training and unemployment benefits to continue to seek jobs and secure incomes.

The high-quality connectivity that Samoa possesses has not yet translated into economic gains, more investment being needed in e-Governance and e-services, whether public or private, and in digital entrepreneurship and markets. Cook Islands, Niue and Tokelau still rely on satellite internet, the latter realizing public revenues from selling its .tk digital domain.

The pathway of change

The **Objective of the Joint Programme** is to promote synergies across multiple sectors for equitable access to Social Protection, further development and SDG progress to leave no one behind.

Problem statement: Ad-hoc and fragmented programmes being implemented without an explicit and comprehensive social protection framework, leading to lack of coverage and resulting burden on families.

Interventions:

- Generation of quality data
- Development of partnerships and mechanisms for inclusive participation
- Strengthen institutional coordination and capacity
- Develop options for sustainable and equitable financing
- Support outreach as well as evidence rights based advocacy

Intermediate outcomes

- Public availability of quality and disaggregated data
- Social and political consensus to develop SP floor and legislation
- Community and stakeholder engagement through inclusive dialogue platforms
- Institutional development and coordination strategies developed
- Strategic options for finance developed

Final outcome: Universal and equitable access to affordable and quality SP

Universal social protection is a public investment in people that generates a social, economic and political impact associated with growth and stability. If well designed, nationwide social protection floors could strengthen the social contracts, helping people rise from poverty, in the PICTs, build resilient communities and households through adaptive, flexible and shock responsive social protection systems and build markets from below even in contexts that are less attractive to foreign investors and other forms of incoming capitals.

By introducing a social protection floor in each of the four countries and territories, the purchasing power at the base of the income pyramid will significantly increase, contributing to inclusive and sustainable growth and equity, while reducing the incidence of poverty and vulnerability.

A strong social insurance system whose coverage goes beyond the public sector employees to include farmers, self-employed, business owners and others will reduce old age poverty, close the gender gaps in coverage and improve fiscal sustainability and dependency ratios of public pension systems.

Most importantly, registration of eligible individuals to the social welfare pillar of the social protection system will allow the Government to know who the poor and vulnerable are, where they live and what their immediate needs are. Identification and inclusion in the country's development model of vulnerable minorities including isolated indigenous populations, individual facing multiple forms of discrimination and others excluded groups will be possible through the social protection systems. Consultations in the design of the social protection framework will include representation from these groups, and disaggregated data will ensure that programme designed is informed by gender, age and disability analysis, and that considerations of the specific needs of these groups will be taken into consideration in the development of appropriate social protection policy and programming. This would be in compliance with the SDG commitment to LNOB.

Available evidence has shown that focusing on pregnant and lactating women and children during their first 1000 days (from pregnancy to their second birthday) will provide the best chance of breaking the intergenerational cycle of malnutrition and poverty and lay the foundation for inclusive social development and equitable economic growth¹⁴.

By making social welfare benefits conditional upon registration in the job seeking system, the Government will be able to preserve the integrity of the social protection floor and have an exit strategy for people who are able to work.

Social safety nets distributed through the banking system and mobile banking will make the poor bankable and allow them to borrow for micro and SME development with high returns in terms of tax-based public revenues, poverty reduction and corresponding shrinking in social protection spending.

Labour market services including vocational training and technical education will diversify skills and employment particularly for women, young people and those with disability, broaden economic base and reduce people's reliance on a deteriorating environment for

subsistence means. The challenge here will be scope and scale, which will require the right strategies to transition from subsistence and household-work to markets.

Overall, introducing social protection floors will reverse exclusion and ensure an inclusive approach to sustainable development that leaves no one behind and improves living standards for all.

The assumptions above consider full support from host governments as expressed in the letters that accompanied the Concept Note submitted to the SDG Fund. Adoption of social protection policies and relevant laws is a prerequisite to the establishment of the social protection floors and their long-term sustainability. Equally important, by using non-traditional data sources in partnership with technology operators and the Pacific Pulse Lab, the Joint Programme will aim to provide behavioral insights into the social protection system design and management that will ensure services and benefits are culturally acceptable.

2.3 Expected results and impact

The overarching goal of the Joint Programme is to ensure **all people in need will have access to Social Protection in Samoa, Cook Islands, Niue and Tokelau**. Within the social protection system, entitled individuals receive social benefits and/or services. Social benefits could be cash transfers or in-kind support.

The Joint Programme strategic outcome is to establish inclusive and equitable Social Protection Floors¹⁵ in the four countries covered and reduce household-level vulnerabilities to natural disasters and its related economic shocks through increased resilience, while also contributing to gender equality and women's empowerment (GEWE).

The Social Protection floors will ensure people are less vulnerable as they navigate through life cycles. Regardless of the context, individuals need a conducive socio-economic environment to fully integrate and realize their potential at key points in their lives and particularly during the first 1,000 days in childhood, during the transition to education and from education to work as well when moving to retirement.¹⁶

During the lifespan of the Joint Programme, in addition to accelerating progress towards select SDGs, a series of quick wins are envisaged as follows:

Quick Win: Improved financial management and budgeting for Social Protection within the comprehensive framework of a Social Protection Floor

Quick Win: Institutional strengthening (capacity, governance and oversight)

Quick Win: Evidence-based decision making to leave no one behind

Quick Win: Disability, gender, youth and climate related contingencies are mainstreamed

As a result, increased resilience will be achieved as populations at risk such as persons living with disabilities, women and youth will be assisted to secure jobs and incomes while positive externalities such as inclusive growth and resilience will also benefit people not enrolled in the Social Protection system.

A partnership-based approach involving global and domestic partners will be adopted in the development and the administration of the Social Protection system to strengthen financial sustainability and scalability of the solutions proposed. More specifically, public-private partnerships in vocational training and education as well as aid-based multi-stakeholder solutions for service delivery will be explored.

The **four Outcomes** of the Joint Programme results framework that will be pursued by the Participating UN Organizations together with relevant national stakeholders in Samoa, Cook Islands, Niue and Tokelau and in line with national strategies and the UN Pacific Strategy 2018-2022 include:

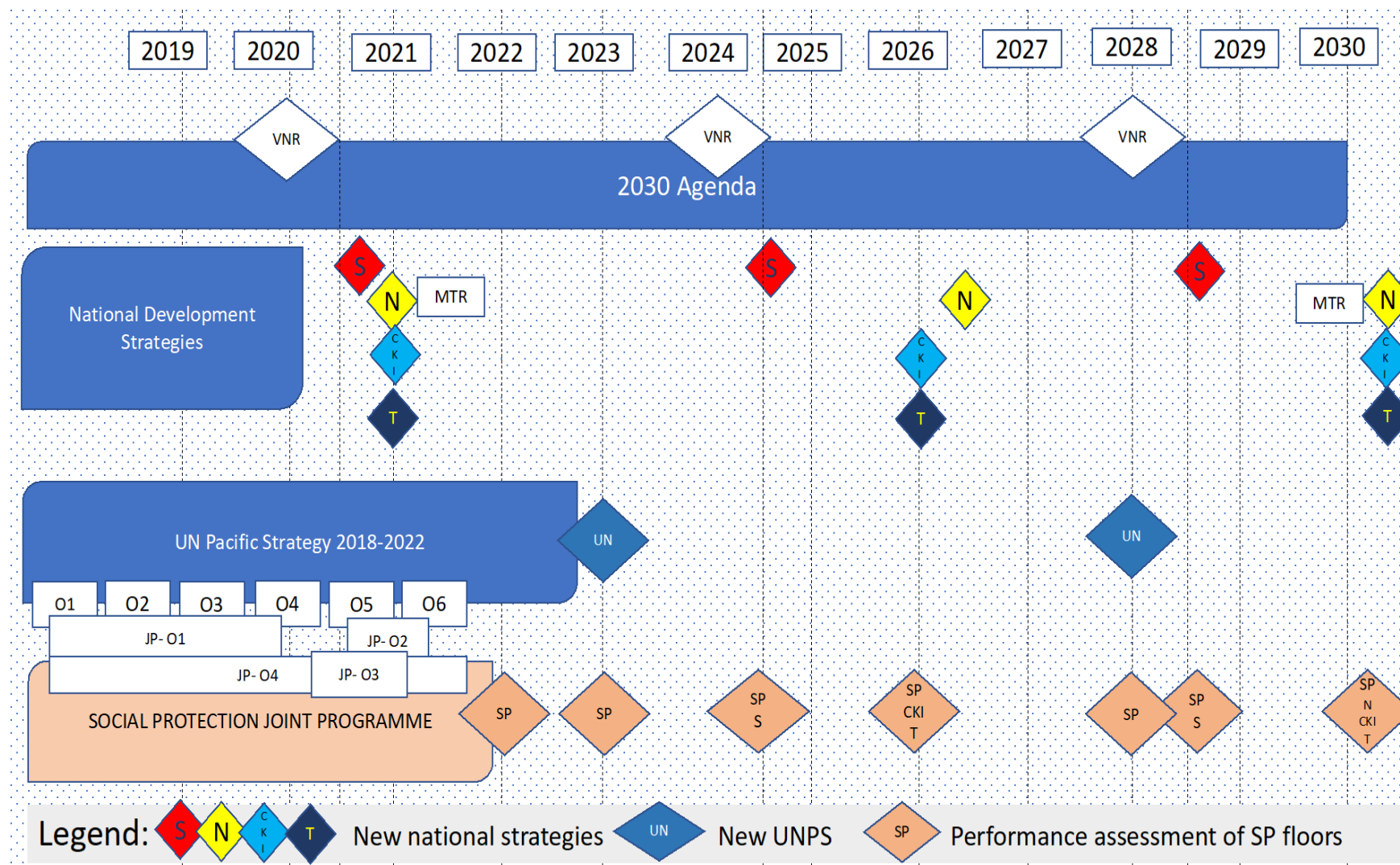
- 1. JP Outcome 1: Universal, inclusive & equitable Social Protection systems Leave No One Behind.** Introduction of social protection floors will contribute to poverty reduction, reduce vulnerability across Samoa, Cook Islands, Niue and Tokelau and support populations left behind due to geography, vulnerability to shocks, discrimination, the socio-economic model and the distributional impact of various laws and policies (governance). Contributive and non-contributive schemes will be designed and enacted to respond to multidimensional vulnerability.
- 2. JP Outcome 2: Social Protection floors are efficiently and effectively administered (financial management, institutional framework and capacity, evidence-based planning drawing on robust information management systems).** Digital data and information management systems in all four Pacific Island Countries and Territories (PICT) will strengthen integrity of the social protection system, keep social protection equitable, responsive and geared to inclusive distribution of resources while increasing efficiency and effectiveness of delivery set up in the four PICT. Use data innovation including through the mechanisms that the Pacific Pulse Lab will develop to measure poverty and address vulnerability of 250,000 people in the four countries.
- 3. JP Outcome 3: Financial inclusion in Samoa, Cook Islands, Niue and Tokelau enables low transaction cost transfers of Social Protection benefits.** Payment system for all benefits through banks and involving mobile banking will be designed. Individual accounts will also collect remittances. Monthly revenues will be used to guarantee borrowing for small business start-ups. Efficiency gains due to low transaction costs will be an indirect benefit.
- 4. JP Outcome 4: Increased resilience as disability, gender, youth and climate related contingencies are being mainstreamed.** While social protection floors will be developed, emphasis will be placed on labor market integration of jobseekers including persons living with disabilities, school dropouts, women and youth more generally. Also, as natural hazards and other climate change-related risks impact the poor more significantly, recognizing the solidarity nature of the Social Protection systems, specific benefits will be designed to help individuals and households recover from disasters.

While the Joint Programme will assist the development of universally accessible Social Protection floors, benefits and services will be designed to ensure fiscal constraints that the four countries may experience will not affect the rights to Social Protection of the most vulnerable including persons living with disabilities, women-headed low income households, children and youth

Linkages between the JP Outcomes, the UN Pacific Strategy 2018-2022 Outcomes and the SDGs will be identified and progress monitored using traditional and non-traditional sources of data to enhance the contribution of the Joint Programme to the country's sustainable development.

Performance monitoring will be considered as renewed national development strategies draw on progress analysis and another UN Pacific Strategy will be developed within the 2030 Agenda timeframe. Three Voluntary National Reviews on the implementation of the SDGs will take place (Samoa: 2020, 2024, 2028), all offering opportunities for data and evidence informed reviews of coverage and socio-economic impact of the Social Protection systems. Figure 2 explains how the performance of the Social Protection system will be assessed during and after the implementation of the Joint Programme.

Figure 3 -Performance monitoring timeline & evidence-based adjustment of Social Protection floors



JP OUTCOME 1: Universal, inclusive & equitable Social Protection systems Leave No One Behind in Samoa, Cook Islands, Niue and Tokelau

The populations of Samoa, Cook Islands, Niue and Tokelau will benefit from a strengthened social protection systems, which will enable the population of all countries to receive appropriate and equitable social protection benefits throughout their lifecycle. Nationally-appropriate social protection floors will be designed and costed. This will be achieved through the development of legislation, coherent policies, and financing mechanism in Samoa and a thorough closing of gaps, strengthening and harmonizing existing social protection provisions in Cook Islands, Niue and Tokelau.

To promote gender equality, the design of social protection floors will specifically aim to:

- i) Reduce the gender gaps in existing coverage found within social protection programming, specifically including the hardest to reach / poorest women with intersecting risks and vulnerabilities – those with disability and facing high levels of poverty and vulnerability to climate risks;
- ii) address gender inequalities in the care economy through providing income support to carers of persons with disability and children (typically women), maternity and paternity benefits; and
- iii) analyze and address potential negative indirect effects of social protection programming on women, especially at the intra-household level given high levels of violence against women and women’s relatively low decision-making power.
- iv) Assess the opportunities for how social protection programmes within the SPF can be designed to explicitly promote women’s empowerment, voice and agency (such as linking SP beneficiaries to existing programming focusing on women’s and girls’ empowerment, providing information or communication services alongside a social protection plan – and having it becomes part of public policy).

For **Samoa**, three interrelated outputs are envisioned under this outcome:

Output 1.1: Data-informed, nationally consulted, comprehensive and equitable social protection floors designed and costed (policy, law, budget) to complement ongoing programmes and reduce poverty and vulnerability to socio-economic and climate-related risks. This will include contributory and non-contributory social security system in place. The contributory system will secure the population’s access to income during sickness, maternity, temporary disability both due to regular illness and work injury or professional disease, and to disability pensions. A revision to the existing pension law to expand its coverage, diversify benefits including short and long-term benefits to address a wider range of social risks and strengthen financial sustainability of the social security system.

The non-contributory component will include the following programmes:

- Pregnant mother and child allowance - Over 5,000 mothers and 25,000 children (age 0-4) will become beneficiaries of a universal child allowance, access to healthcare and school feeding programmes.
- Non-contributory benefit for the elderly not entitled to a pension (34.8% of the population 60+) will be established.
- Caregivers for 11,587 persons living with disabilities will be formally employed, a disability allowance will be introduced and standards-based, certified services will be available.

The output will be generated through participatory consultations (at all levels and with a wide range of stakeholders including civil society actors representing women and people with disability), review of existing legislation, evidence-based data analysis and costing scenarios.

Output 1.2: Multi-year social protection floor implementation plan adopted and budgeted [focusing on new components of the SP system while existing ones will be improved] to allow implementation as of year 2.

The costed implementation plan will be generated through the activities described above in the first output (participatory consultations, evidence-based analysis and costing scenarios), and include on-going Consultations and evidence-based analysis to support the government in prioritizing expenditure on interventions which support inclusion and equality objectives of the poorest first (notably across age, disability and gender).

The SP floor implementation action plan will aim to institute and budget new components of the SP system while strengthening the existing ones both from a financial sustainability perspective and from an institutional capacity to address all needy populations leaving no one behind

Output 1.3: Social Protection Pilot programmes implemented with the objective of national scale-up.

A school feeding programme which will cover both boys and girls, where the JP will create a conducive environment for WFP to start running the pilot in the two years. It is expected that 2-3 villages would start working with local producers for meals in school.

Cook Islands, Niue and Tokelau have one key output:

Output 1.4: Existing Social Protection Floors for Cook Islands, Niue and Tokelau fully reviewed to strengthen inclusiveness, equity, effectiveness, efficiency and financial sustainability of contributive and non-contributive schemes including: Caregiver Allowance, Child Benefit, Destitute and Infirm Benefits, Funeral Allowance, Newborn Allowance, Old-age Pension, Power Subsidy, Special Assistance.

Using evidence from reviews and ongoing evaluations of the existing programmes, the JP will work with the governments to strengthen existing programmes for efficiency and effectiveness.

Further, there will be consideration of the integration of portable pensions (pension accrued in New Zealand) into national pension systems will also be carried out, to preserve equity and encourage continuation of work until age of retirement.

JP OUTCOME 2: Social Protection floors are efficiently and effectively administered (financial management, institutional framework and capacity, evidence-based planning drawing on robust information management systems)

Output 2.1: Digital data systems in Samoa, Cook Islands, Niue, Tokelau will be strengthened to support registration and robust administration of the social protection floor and programmes

With regards to the data, data innovation, including the UN Global Pulse Pacific Lab, will be used to measure poverty and vulnerability. This will enable the validation of eligibility of individuals to be enrolled in the social welfare pillar of the social protection system. The data will allow the Government and development partners to know who the poor and vulnerable

are, where they live and what their immediate needs are. This will include identifying and including isolated indigenous populations, individuals facing multiple forms of discrimination including people with disability, and key indicators around gender inequality across the lifecycle (e.g., participatory gender audits, MICS, DHS, LF & time-use surveys) to inform decisions on GEWE strategies including advocacy for engendering budgets and the strategic benefits from devoting financial resources for GEWE.

Relevant information and applications will be made available in dedicated centers that will be established in each village in Samoa. Alternatively, online applications will be facilitated through dedicated apps that will transfer information into a database for eligibility testing. Individual IDs will be generated for Social Protection identification purposes.

In Cook Islands, Niue and Tokelau, a full review of the data systems will be conducted to ensure robustness of the information stored. Additional specifications for the data systems to allow for analytics and reports to be automatically generated will be considered.

Output 2.2: Integrated administrative systems such as registries and redress mechanisms are strengthened, in Samoa, Cook Islands, Niue and Tokelau

Social protection systems will be linked to national ID initiatives to facilitate development of integrated registries. Single registries will be supported to facilitate scalability and linking of humanitarian response to social protection systems.

As the introduction of a National ID is in progress in the four countries, alignment of the SP ID with the single digital identity that people will eventually receive will be required to secure a smooth transition of individual SP records to the unique registration number.

Output 2.3 - Evidence-based financial management of Social Protection systems

Budget appropriation for Social Protection needs to draw on accurate data of beneficiaries and expected dynamic of new applicants. Support will be provided to the Ministry of Finance, Ministry of Women, Community and Social Development and other relevant ministries to plan and estimate costs based on records of beneficiaries and incoming applications to reduce the number of unfunded SP benefits and limit the reliance of Social Protection on budget subsidies.

JP OUTCOME 3: Financial inclusion in Samoa, Cook Islands, Niue and Tokelau enables low transaction cost transfers of Social Protection benefits

Output 3.1: Robust payment systems through the banking system designed and costed.

In terms of the payment system, a system for all benefits to be provided through banks and involving mobile banking to promote financial inclusion of the poor will be developed. Specific attention will be given to ensure that women and people with disabilities are able to access and use the banking system. This will also have multiple indirect effects, including allowing borrowing for small business start-ups, collection of remittances and efficiency gains due to low transaction costs.

The potential exists for digital channels and financial services to make cash transfers more accessible and maximize the impact of cash transfer programmes. Need-based technical support would be provided to countries through the ANZ partnership to achieve the following: Select a transfer modality that is appropriate for the country context such as automated teller machine, point of sale, smart cards mobile money, mobile banking facilities, etc.; Design and implement payment system that facilitates the transfer of cash from the Government to beneficiaries in a transparent, timely and cost-effective manner; Provide timely programme

financial accountability; and, Develop an integrated programme management information system that is linked to payment system

JP OUTCOME 4: Increased resilience as disability, gender, youth and climate related contingencies are being mainstreamed

Output 4.1: Labour market services designed and scalable in Samoa to improve working age populations' access to jobs and incomes – with specific attention to ensuring access for women, persons living with disability, and young people

This will provide a platform for people seeking jobs, including a variety of available opportunities such as vocational training, apprenticeship and internship opportunities (e.g. through public-private partnerships) and improved communication systems (vacancies need to be made known for people). The outputs will be the delivery of labour market services including job mediation, career counselling, vocational training and technical education to help diversify skills and jobs and increase resilience of the active population 15-64 i.e. 62.93% (over 116,000 individuals) and enhance the competitiveness of the market. Specific attention will be given in the design of these programmes to ensure they will benefit youth, persons living with disabilities, and women and men to have access to relevant employment services and programme benefits. Social entrepreneurship skills will be offered to individuals willing to develop businesses that benefit the community and the environment. Where needed, additional services or programmes will also be sought to overcome the specific challenges that persons living with disabilities face in labour market participation due to issues around mobility constraints.

Output 4.2: Disaster-risk informed SP benefits and services integrated in SP floor

Climate related contingencies will be reflected in the Social Protection system to ensure disaster risks affecting poor families and vulnerable individuals are being mitigated through benefits and services. Exposure to natural hazards and shocks is one of the drivers of exclusion that lead to numerous people in SIDS being left behind. The SP floor will integrate specific measures to support people affected by disasters to recover and restore their livelihoods. Specific SP budget allocations must be made annually given the high rate of disasters affecting the four countries covered by the JP.

Who from the partners will be accountable for delivering specific results?

The Joint Programme will be led by UNDP in partnership with governments across the four countries. In the delivery of results, UNESCO, UNICEF, ILO and ESCAP will be Participating UN Agencies (PUNO). A high-level steering committee consisting of government stakeholders and co-chaired by the UNRC and the Government will provide guidance, oversight and leadership for each intervention, with sub-committees convening to discuss and propose options.

Overall, UNDP will be accountable for delivering the final results in all four countries in the JP. UNDP will be supported by ILO, especially in the development social protection floors and revision of the social protection systems, and by UNICEF and UNESCO in the development of appropriate programmes to be designed under the social protection floor – specifically in ensuring child -sensitivity and mainstreaming disability across the interventions. UNDP will ensure all interventions and all results adequately mainstream gender equality and that they promote women's and girl's empowerment.

Capacity and preconditions of government to sustain the results

All four host governments have given their full support to the activities in the JP. The adoption of the social protection policies and relevant laws by the government is a prerequisite to the establishment of the social protection floors and to ensure their long-term sustainability. The United Nations will work in partnership with the Governments in all four countries, including through the high-level steering committee.

There are also five enablers which will underpin the Joint Programme activities with the aim to strengthen the capacity of the governments to administer viable Social Protection floors and provide the foundations for sustaining the Programme's results.

The first, is *evidence and data*. Designing social protection policy framework and legislation as part of the countries' development strategies and implementing strong information systems will be evidence-based and driven by data. By using non-traditional data sources in partnership with technology operators and the Pacific Pulse Lab, the Joint Programme will aim to provide behavioral insights into the social protection system design and management that will ensure services and benefits are culturally acceptable.

The second, is *public finance management*. Ensuring that the development of social protection policy framework have sustainable and equitable financing mechanisms in place.

Third, is *coordination*. Smarter and stronger institutional coordination will be created to bolster capacity for implementation, supported by appropriate ICT driven M&E and reporting frameworks.

Fourth, is *partnerships*. Strong partnerships will be forged across key institutions and actors in all four countries – including faith, community based organisations represented the diversity of the populations (including gender, age, disability) and the private sector. Regional partners, multilateral agencies, IFIs, bilateral partners and private sector corporations will be encouraged to participate and contribute as a smart investment

And fifth, *outreach and advocacy* to create social and political ownership through participatory stakeholder engagement combined with quality evidence.

These five enablers represent critical inputs into the pursuit of the Joint Programme and will translate into programme activities.

What is expected to happen next, i.e. after the joint programme is completed.

After the Joint Programme has been completed, it is expected that the Governments will have the capacity, information systems and financing architecture in place to start implementing, at scale, the social protection policies developed over the course of the two years.

The new national development strategies of the 4 countries will reflect commitments to further strengthening the integrity, effectiveness and efficiency of the national Social Protection Floors.

Similarly, as the Joint Programme ends, a thorough analysis of the validity of the Social Protection systems in the 4 countries will be conducted to inform the UN Pacific Strategy for 2022-2026 that will frame the United Nations support to Samoa, Cook Islands, Niue and Tokelau.

Briefly indicate the expected progress on the selected SDG targets

The programme will support progress on more than 100 SDG indicators directly and indirectly. Focusing on the most direct progress, through the development of nationally-owned and appropriately designed social protection policy and labour market interventions, progress will be made in:

SDG 1- Ending poverty in all its forms through the provision of a life-cycle approach

SDG 2 - End Hunger

SDG 4 - Quality Education

SDG 5- achieving gender equality and empowering all women and girls, through not only targeting women and girls with social protection benefits, but ensuring that the programmes are designed and implemented in a gender-responsive way, and ensuring labour market opportunities

SDG 8 - Decent Work

SDG 10 – Reducing inequality within and among countries

SDG 13 – Taking urgent action to combat climate change and its impacts

SDG 16 – Promote peaceful and inclusive societies for sustainable development, and build effective, accountable and inclusive institutions at all levels

SDG 17 - Strengthening the means of implementation and revitalize the global partnership for sustainable development.

Expected impact in terms of changed situation for the target group/s (i.e. the "end game")

The Social Protection floors that draw on existing programmes in Samoa, Cook Islands, Niue and Tokelau will ensure people across the four countries will enjoy income security across life-cycles, equal opportunities in the labour market and increased resilience to natural hazards and shocks. Integration of vulnerable groups into the community will strengthen cohesion and participation, reduce migration and promote economic growth. Investment in children through universal allowances, school feeding and education grants will enhance human capitals in the four countries and promote sustainable development. Most importantly, mainstreaming gender equality and integration of persons living with disabilities in the Social Protection systems will reverse exclusion, increase employability and accelerate progress towards key SDGs. By taking a data and evidence-informed approach to Social Protection design and administration, Governments will enhance efficiency of public spending in dedicated programmes and generate higher returns on social investment. Increased resilience to natural hazards and shocks that the Social Protection systems aim to achieve will reduce the adverse impact of climate change and related extreme weather events on livelihoods and expedite recovery.

The co-design approach to the Social Protection floors that will also be informed by behavioral insights will strengthen the robustness of the system and ensure people receive benefits and services that best protect them against social and climate-related risks while maximizing opportunities they have access to.

2.4 Financing

Implementation of the proposed programme in Samoa, Cook Islands, Niue and Tokelau is estimated to cost USD 3 million. The fund would be spread among the four countries to develop comprehensive Social Protection systems building on existing initiatives and undertaking an evidence informed regional and national consultative process based on needs and gaps identified.

This Joint Programme chooses to strengthen efficiency and effectiveness of existing social protection programmes, fill the gaps and ensure all life cycle vulnerabilities are being addressed leaving no one behind. The full redesign of social protection systems would be a much more costly intervention, the likelihood of building a strong national consensus around a new architecture of social protection being quite low in the 2-year timeframe of the Joint Programme. Rather, understanding culture, using the UN Global Pulse Pacific Lab data analytics to map poverty and behaviors, the Joint Programme will identify drivers of exclusion and complement existing programmes with the missing components for a viable social protection floor to be in place in each of the 4 countries. Through this approach, in close consultations with the Government and other stakeholders, domestic resources will be aligned to complement the USD 3 mill SDG Fund allocation for the introduction of social protection floors.

The anticipated **inputs** of the Joint Programme requiring financing relate to: data/evidence, information and management systems, institutional strengthening, development of partnerships, public financial management and outreach/advocacy efforts. Those interventions will **enable** the achievement of the planned results by the end of the JP:

- All people in need will have access to SP in Samoa, Cook Islands, Niue and Tokelau
- Accelerated progress towards select SDG targets
- Quick Win: Improved financial management and budgeting for SP
- Quick Win: Institutional strengthening (capacity, governance and oversight)
- Quick Win: Evidence based decision making to leave no one behind
- Increased resilience as beneficiaries and non-beneficiaries benefit
- Quick Win: Disability, gender, youth and climate related contingencies are mainstreamed
- Partnerships – global and domestic – are renewed and forged for ownership and sustainability
- Financially sustainable pension funds will serve as sovereign guarantees or will be used for low-risk investment such as Government bonds as well as for leveraging additional financing to accelerate SDG progress. Across the Pacific, pension funds are an important component of non-commodity sovereign wealth funds, but, without a review of their coverage and long-term liabilities, their financial sustainability is at risk.

The Joint Programme proposed approach will lead to Fund utilization as follows: 20% (USD 600,000) for data and evidence, 30% (USD 900,000) for institutional strengthening including implementing innovative information and management systems, 20% (USD 600,000) for public financial management, 10% (USD 300,000) for partnerships and 10% (USD 300,00) for outreach/ advocacy. Another 10% (USD 300,000) would be utilized to support the high-level panels and technical committees and their mandates in convening, formulating inclusive SP systems including relevant legislation, institutional structures, coordination mechanisms for efficient service delivery and participatory M&E systems.

The context of SIDS necessarily involves high 'unit' costs. However, cost efficiency arguments can be made because the project addresses 'fixed costs' that governments in SIDS are often unwilling and/or unable to incur (because of scale or financial constraints) despite the known advantages in doing so. These interventions lead to future cost efficiency through integrated

approaches empowering families, minimizing overlaps and utilizing synergies and connections along development pathways.

Enhanced cohesion resulting from inclusive participation in SP systems is globally considered critical for sustainable financing of Social Protection.

For the implementation of this Joint Programme, 100% of the total amount is requested from the Joint SDG Fund. The four countries have limited budgets and are highly dependent on external resources and remittances while also showing remarkable resilience in the face of numerous entwined challenges. Their development efforts would be greatly assisted through the adoption of an integrated approach to inclusive/active Social Protection systems.

Given the current demographic, political, social and economic landscape in the islands, it is expected that GEWE would absorb between 50-55% of the funds for a variety of initiatives including mainstreaming gender in SP based on life-cycle contingencies, setting up of gender markers, producing participatory gender audits, implementing gender sensitive M&E frameworks, engendering budgets, promoting livelihood opportunities through innovative initiatives (e.g., in waste management, cultural activities and social work), assisting governments to comply with requirements of CEDAW and encouraging political participation along with access to education and health.

2.5 Partnerships and stakeholder engagement

The governments at its highest levels of Samoa, Cook Islands, Niue and Tokelau will have a political leadership responsibility for the Joint Social Protection Programme. The responsibility for its execution and implementation will be under the designated Ministry and / or Agency that will also have the institutional capacity for setting the strategy, policy, tools and a coordination role related to SP, with respect to other Ministries and Agencies at the national and subnational levels up to the community level.

The participating PUNOs will be UNDP, the lead agency, ILO, UNICEF, UNESCO and UNESCAP, while other members of the UNCT will support the Joint Programme through their relevant projects and activities.

There will be strategic contributions from other partners related to the service provision in the main areas identified as subject and prioritized for Social Protection such as children, women, caregivers and persons living with disabilities and elderly people.

The private sector, CSOs and other stakeholders will contribute to the provision of employment services, especially for youth, including training, internship and apprenticeship to absorb the large cohort of unemployed. Primary consideration will be given to the 37.9% of youth not in employment, education or training (NEET) as well as to the job seekers who have been long unemployed across the 4 countries. Job mediation services organized through a publicly-accessible digital platform will reach those left behind and with limited social capital to reach MSMES or other forms of employment.

Different stakeholders will be identified and participate also for the provision of ICT services that will be used for the MIS and the transfer through banks and eventually digital banking that will serve the purpose of targeting and tracking of beneficiaries.

The stakeholder and beneficiary participation will be promoted for specific target groups such as mothers and parents, caregivers, PWD, women and elderly at national, regional and community levels to raise awareness, participation, ownership and responsiveness regarding

the ongoing project components outcomes and expected outputs to ensure progress, close gaps and accelerate the path towards the SDGs

The project will tap into regional expertise from the UN regional hubs, UNESCAP, ADB, South-South and Triangular Cooperation and cross-fertilization with developing and developed countries, when useful. Regional meetings / workshops will be organized with specific agendas to exchange experiences and lessons learned.

The Joint Programme will have a launch event with participation of the key JP SDG donors present in the countries and or region to inform them about the project strategy and plan and engage those interested in contributing to the project impact and sustainability.

These activities will also be coordinated with the communication strategy as well as the one related to knowledge management.

More specifically, parliaments and national government ministries and agencies, with the support of the UNCT, will establish the priorities, criteria, conditions and potential budget allocation for the proposed Social Protection systems and Social Protection Floors.

Trade unions, private sector, CSOs, faith-based organizations, community and / or village-based organizations, representatives and their networks will participate to ensure engagement, ownership, transparency and accountability of the priorities, criteria and conditions agreed

Government institutions, private sector and others related to the ICT sector will evaluate alternatives for an integrated Social Protection information system and its M&E and statistical base.

Domestic and international experts will work together to ensure institutional capacity building and development to manage the Social Protection system.

Multi-stakeholder engagement in analysis, diagnostics, coordination, financing and implementation will include:

- Private and financial sector representatives, unions, civil society organizations & faith-based organizations
- ICT sector
- Community or village village-based organizations and networks
- Households
- National governments and parliaments
- Sub-national government representatives including women's council members and chiefs
- Development partners (including IFIs, UN agencies, Bilateral donors)
- Domestic and international experts on all 5 interventions

3. Programme implementation

3.1 Governance and implementation arrangements

The Social Protection Joint Programme proposal is a collaborative effort between the UNCT, governments and national partners where government ownership and leadership were considered critical for sustainable inclusive SP systems. The programme envisions a strong

leadership role for governments and national stakeholders in design, finance, delivery and M&E.

All five interventions - data & evidence, institutional strengthening including information management systems, partnerships, public finance management and outreach and advocacy efforts - are designed to aid government decision making, strengthen governance and finance, and enhance accountability and ownership through responsive M&E systems.

The Social Protection Joint Programme will be nationally implemented in Samoa, Cook Islands, Niue and Tokelau.

A high-level panel comprising government representatives, civil society stakeholders and the UNRCO would be formed for oversight, guidance and the formulation of strategic people-centered and inclusive SP systems. The high-level panel would be co-chaired by a senior member of the government and the UNRCO and convene regularly on a time-specific schedule.

A technical committee to provide secretariat services, draft, produce quality reports and provide technical advice to the high-level panel would be created and staffed with experts in SP, gender, disability, youth and climate as well as on finance, systems, governance and communication. It is expected that UNDP and government counterparts would co-chair this committee. Other UN agencies would contribute to this committee through direct participation in consultations and the provision of technical and financial assistance.

The technical committee will consult a wide range of stakeholders using alternative platforms. Their roles would be to discuss and formulate options, modify legislative frameworks and participate in M&E for Social Protection systems. UNDP and other UN agencies, and RCO will provide support in terms of financial, human and technical resources. Stakeholders will be engaged in designing the overall SP framework, selecting specific interventions, discussing financing strategies, exploring innovative delivery mechanisms, expanding outreach to communities and villages, and implementing participatory M&E systems.

In line with the reform of the UN Development System as outlined in UN General Assembly Resolution 72/279, PUNOs are jointly planning, preparing and coordinating, implementing, monitoring and learning, and reporting on the Joint Programme with the main goal to increase coherence and efficiency and deliver results within the 2 year framework.

The Social Protection Joint Programme proposal evolved iteratively through consultations with UN agencies and is tied to their development objectives: it cuts across more than 30 SDG indicators directly and many more indirectly reaching to over 100 in total. The major outcomes expected are also contained in the UN Pacific Strategy 2018-2022 and related multi-year programs and included in their M&E frameworks. Immediate examples include the Spotlight Initiative to End Violence Against Women and Girls, Women in Leadership in Samoa, Youth Employment, Early Child Development, Support to Legislatures in the Pacific and many more. The Joint Programme provides a common framework where UN agencies can contribute in their core areas and coordinate resources to support this proposal for an integrated and synergetic approach to Social Protection and Leaving No One Behind.

The proposal was developed in consultation with the governments and its local and international partners, some of whom are actively engaged in supporting Social Protection initiatives in all 4 countries. In fact, one of the interventions of this proposal supports synergetic and coordinated engagement **among country, regional and international partners.**

Mechanisms are being put into place at the regional level -- knowledge management hub (including UN and other networks of expertise and knowledge products); enhancing transparency and results-based management including presenting systemwide results and better engagement with Member States on region-specific issues at the regional and sub-regional levels to member states; and consolidating capacities around data and statistics – will support the coordination efforts of RCs/UNCTs and Governments.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on [Joint Evaluation and relevant UNDG guidance on evaluations](#). The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

3.2 Monitoring, reporting, and evaluation

The first part is standard text – do not change. You may add internal procedures and processes if needed.

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme¹⁷; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as

policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After completion of a joint programmes, a final, *independent and gender-responsive*¹⁸ *evaluation* will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources. In the design of the final evaluation, principles and methodology applicable to joint programmes as presented in the [Evaluation Policy of the ILO](#) will be considered.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on [Joint Evaluation and relevant UNDG guidance on evaluations](#). The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

3.3 Accountability, financial management, and public disclosure

Standard text – do not change

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

3.4 Legal context

Country	UNDP	UNESCO	ILO	UNESCAP	UNICEF
Cook Islands	Standard Basic Assistance Agreement (SBAA), 28 June 1963	By virtue of the Recommendation per Art. 2 and V.7; Rules Executive Board, Rule 50 and General Conference Decision per Art. II.2 of the Constitution; effective date of joining 25 October 1989.	N/A	N/A	Basic Cooperation Agreement (BCA), 8 September 1997
Niue	Standard Basic	By virtue of the Recommendation per	N/A	N/A	Basic Cooperation

	Assistance Agreement (SBAA), 28 June 1963	Art. 2 and V.7; Rules Executive Board, Rule 50 and General Conference Decision per Art. II.2 of the Constitution; effective date of joining 26 October 1993.			Agreement (BCA), 30 July 2004
Samoa	Standard Basic Assistance Agreement (SBAA), 05 September 2008	Agreement for establishing and operationalising of Pacific Office, 16 November 1983	Standard Technical Assistance/Cooperation Agreement. Apia 20 January 1962 (i) MoU Commitment of Samoa (Government, Workers and Employers) to deliver the DWCP 2017-2020 sign 30 th May 2017 (ii) MoU signed on 31 st October 2018 between MNRE, GCF, MCIL on the OSH, Green Jobs and Cash for Works for the recruitments of the GCF workers on the site MoU signed between MCIL and ACC on the 15 th Feb 2018 on the sharing OSH information	N/A	Basic Cooperation Agreement (BCA), 15 August 1997
Tokelau	Standard Basic Assistance Agreement (SBAA), 28 June 1963	By Virtue of the Article II.3 of the Constitution and Rule 99.2 and Rule 85.1(b) of the Rules of Procedure of the General Conference; effective date of joining 15 October 2001.	N/A	N/A	Basic Cooperation Agreement (BCA), 6 September 2004

Annex D – Related initiatives

Name of related initiative/ Project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
Regional						
Pacific inventory of non-contributory social protection programmes	Platform to promote South-South knowledge exchange	Knowledge on SP programmes in the Pacific	UNICEF	UNDP-IPC (development of inventory)	USD \$20,000 UNICEF	Stanley Gwavuya sgwavuya@unicef.org
Addressing the vulnerabilities of persons with disabilities in the context of climate change (Regional)	MLA1, ER1: Public policy-making strengthened in Member States based on scientific evidence, humanities-based knowledge, ethics and human rights framework		Pacific Disability Forum	-	FJD \$84,708 UNESCO Office Apia	Simione Bula rcperu@pacificdisability.org
South-South knowledge exchange on social protection	Strengthening of social protection programmes in the Pacific context	South-south exchange countries to date: Cook Islands , Tonga, Tuvalu, Fiji and Kiribati.	UNICEF		USD \$50,000 UNICEF	Stanley Gwavuya sgwavuya@unicef.org
Cook Islands						
Evaluation of top 5 social protection programmes	The findings and recommendations of this evaluation will help strengthen the social protection system for children and women in the	Knowledge on SP programmes and gaps in existing systems	UNICEF	Ministry of Internal Affairs, Economic Policy Research Institute (EPRI)	USD \$150,000 UNICEF	sgwavuya@unicef.org

	Cook Islands specifically to identify what adjustments are required for future implementations.					
Name of initiative/ Project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
New-born Allowance (one-off payment)	Immediate needs of new-born children are met and supported.	Existing programme/piece of social protection framework	Ministry of Internal Affairs		Government	Grace Chynoweth (Acting Director Welfare) grace.chynoweth@cookislands.gov.ck
Child Benefit	Child beneficiaries attend school and daily expenses of the child are met. Children aged 0-14 years; 0-16 years for children with disability; eligibility extension to 0-16 years for all children started July 2019	Existing programme/piece of social protection framework	Ministry of Internal Affairs		Government	Grace Chynoweth (Acting Director Welfare) grace.chynoweth@cookislands.gov.ck

Old-Age Pension	Beneficiaries (60 years and over) have a decent standard of living in old age, and expenses relating to their wellbeing is taken care of.	Existing programme/piece of social protection framework	Ministry of Internal Affairs		Government	Grace Chynoweth (Acting Director Welfare) grace.chynoweth@cookislands.gov.ck
Name of initiative/ Project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
Caregiver Allowance	High care needs of elderly persons and persons with severe forms of disabilities are met.	Existing programme/piece of social protection framework	Ministry of Internal Affairs		Government	Grace Chynoweth (Acting Director Welfare) grace.chynoweth@cookislands.gov.ck
Infirm and destitute Allowance	Daily needs for individuals who are unable to work (for prolonged period) due to special circumstances are met.	Existing programme/piece of social protection framework	Ministry of Internal Affairs		Government	Grace Chynoweth (Acting Director Welfare) grace.chynoweth@cookislands.gov.ck
Funeral Allowance	Funeral expenses welfare beneficiary is met (Condition: Deceased should have been enrolled in one of the cash transfer progs).	Existing programme/piece of social protection framework	Ministry of Internal Affairs		Government	Grace Chynoweth (Acting Director Welfare) grace.chynoweth@cookislands.gov.ck
Power Subsidy	Households of beneficiaries	Existing programme/piece	Ministry of Internal Affairs		Government	Grace Chynoweth (Acting Director Welfare)

	(old-age & destitute or infirm) of selected cash transfer progs receive electricity in their homes through this subsidized support.	of social protection framework				grace.chynoweth@cookislands.gov.ck
Name of initiative/ Project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
Special Assistance	Homes of old-age pensioners and persons living with severe forms of disabilities are structurally-fit to improve accessibility and mobility for these beneficiaries.	Existing programme/piece of social protection framework	Ministry of Internal Affairs		Government	Grace Chynoweth (Acting Director Welfare) grace.chynoweth@cookislands.gov.ck
Niue						
Child Allowance	Child beneficiaries (0-18 years) attend school and their daily expenses are supported.	Existing programme/piece of social protection framework	Ministry of Social Services		Government	Charlene Tukiuha (Director Community Affairs/Services Division) Charlene.tukiuha@mail.gov.nu
New-born and Infant Grant (One-off Payment)	Newborn needs especially during the first 3 months of life are met.	Existing programme/piece of social protection framework	Ministry of Social Services		Government	Charlene Tukiuha (Director Community Affairs/Services Division) Charlene.tukiuha@mail.gov.nu

Pension Benefit	Needs of old age pensioners over the age of 60 years are supported through this benefit.	Existing programme/piece of social protection framework	Ministry of Social Services		Government	Charlene Tukiuha (Director Community Affairs/Services Division) Charlene.tukiuha@mail.gov.nu
Name of initiative/ Project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
Welfare Disability	Care needs of persons with disabilities are supported.	Existing programme/piece of social protection framework	Ministry of Social Services		Government	Charlene Tukiuha (Director Community Affairs/Services Division) Charlene.tukiuha@mail.gov.nu
Welfare Special Benefit	Needs and well-being of selected groups of beneficiaries (young mothers, caregivers for elderly persons and those unable to work due to illness) are taken care of.	Existing programme/piece of social protection framework	Ministry of Social Services		Government	Charlene Tukiuha (Director Community Affairs/Services Division) Charlene.tukiuha@mail.gov.nu
Samoa						
Samoa School Feeding Programme	Education support up to grade 11. Enable access to education for children of Samoa	Existing programme/piece of social protection framework	Ministry of Education, Sports and Culture		ST \$14.4m	Ministry of Finance

Apprentice Program – SAMOA	To support jobseekers in finding employment.		MCIL (Ministry of Commerce, Industry, and Labour)	ALEM (Apprenticeship, Employment and Labour Market Division) for MCIL	Govt. Samoa: ST \$500,000 approx. annual budget.	Sau Taupisi – Ministry of Commerce, Industry and Labour
Youth Employment Programme (YEP) Initiation Plan – SAMOA	To support youth in gaining access to training, internships, employment and entrepreneurship opportunities.		UNDP	MWCSD (Ministry of Women, Community, and Social Development), Samoa Chamber of Commerce	UNDP: USD \$250,000 budget July 2019 - June 2020	cherelle.fruean@undp.org
Name of initiative/ Project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
SSAB/BSL education Support	Education support	Existing programme/piece of social protection framework		Ministry of Education	Government of Samoa	
DHS-MICS	Proportion of people covered by social protection programmes. Multidimensional poverty estimates	Knowledge on Social protection	UNICEF	UNFPA SBS	Government of Samoa, UNICEF, UNFPA	Stanley Gwavuya sgwavuya@unicef.org
Sport and inclusion of persons with disabilities (Samoa)	MLA1, ER2: National institutional and human capacities strengthened at all levels to generate,		SASNOC	Nuanua o le Alofa	\$12,000 WST - UNESCO Office Apia	Mathew Tuala, SASNOC CEO, Mvaea83@gmail.com

	manage and apply knowledge for inclusive, equitable development that is based on ethical values and human rights					
Elimination of Child Labour in Samoa	To reduce the number of street vendors from the street to put them back in schools	Recommendation of the "Rapid Assessment Survey of Street Vendors in Apia"	ILO, MWCSD, MCIL, SCCI, SWC, MESC, SVSG	UNICEF	US\$10,000	peni@ilo.org
Name of initiative/ Project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
Social Protection Conventions	To ensure that Samoa will ratify the C190 on the Sexual Harassment that was adopted by the ILC meeting in June 2019, AND to look at possibility of Social Protection Convention to be ratified.	Good Governance	MCIL, ILO	SNTF	(not yet)	helen.uiiese@mcil.gov.ws peni@ilo.org
ONE UN YEP – Internship Programme	Boosting employability and provide works for youth and reduce level of unemployment	Promoting Decent Work	ONE UN YEP, MWCSD, SCCI, and SNYC	MCIL, SWC and SNTF	US\$20,000	ceo@samoachamber.ws
Increasing Minimum Wage	Equal pay remuneration	Strengthening Economic Empowerment	MCIL, ILO, SNTF	SWC/ SCCI	US\$15,000	helen.uiiese@mcil.gov.ws

	both Public and Private Sector					
Labour Migration – “Pre-Departure Orientation” for Seasonal Workers	Increase knowledge of the RSE workers on the Terms and Conditions of their employment contract, their rights as workers, taking care of their health issues, skills required, the understanding of their earning and spending.	Labour Migration under the DWCP 2017-2020	ILO & MCIL	MOH. SCCI, SWC, YEP	US\$5,000	helen.uiese@mcil.gov.ws
Name of initiative/ Project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
Labour law Reform – “Amendment of the Labour Employment Relation Act 2013”	Inclusion of the few other fundamental principal of labour in the LERA 2013, mainly the inclusion of the sexual harassment	Good Governance	ILO & MCIL	SNTF, AG, Samoa Law Reform Commission.	DFAT fund	helen.uiese@mcil.gov.ws
Samoa National Occupational Safety and Health Frameworks	Occupational Safety and Health is the discipline concerned with protecting employees from potential hazards	OSH Issues in Workplaces	OSH Taskforce/MCIL/ ILO	MOH	US\$10,000	Helen.uiese@mcil.gov.ws

	and risks as a result of work activities.					
Starting Your Business (SYB)	Promoting Entrepreneurial in Samoa	Strengthening Economic Empowerment	SBEC, ILO	MCIL/ SCCI	US\$10,000	'Chris Aluni' chris@sbecsamoa.ws
Samoa E-Youth Hub	Increasing youth employment and boost employability	Promoting Decent Work	SNYC, ONE UN YEP, ILO	UNDP	US\$30,000	Kevin Schuster. (EMD)

Annex 2. Overall Results Framework

2.1. Targets for Joint SDG Fund Results Framework

Set targets in the tables below, if relevant

Joint SDG Fund Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale
(set the targets)

Indicators	Targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope ¹⁹	0	1
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale ²⁰	1	2

Joint SDG Fund Output 3: Integrated policy solutions for accelerating SDG progress implemented
(set the targets)

Indicators	Targets	
	2020	2021
3.1: # of innovative solutions that were tested ²¹ (disaggregated by % successful-unsuccessful)	2	4
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	2	4
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	1	1

Joint SDG Fund Outcome 2: Additional financing leveraged to accelerate SDG achievement
(set the targets, if relevant)

Indicators	Targets	
	2020	2021
2.1: Ratio of financing for integrated multi-sectoral solutions leveraged in terms of scope ²² (disaggregated by source)	n/a	n/a

2.2: Ratio of financing for integrated multi-sectoral solutions leveraged in terms of scale ²³ (disaggregated by source)	n/a	n/a
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Joint SDG Fund Output 4: Integrated financing strategies for accelerating SDG progress implemented

(set the targets, if relevant)

Indicators	Targets	
	2020	2021
4.1: # of integrated financing strategies that were tested (disaggregated by % successful / unsuccessful)	1	2
4.2: # of integrated financing strategies that have been implemented with partners in lead ²⁴	1	2
4.3: # of functioning partnership frameworks for integrated financing strategies to accelerate progress on SDGs made operational	2	4

Joint SDG Fund Operational Performance Indicators

- Level of coherence of UN in implementing programme country
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of "Leaving No One Behind"
- Joint programme featured gender results at the outcome level
- Joint programme undertook or drew upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change
-

- **2. Joint programme Results framework**

Result / Indicators	Baseline	2020 Target	2021 Target	Means of Verification	Responsible partner
JP OUTCOME 1- Universal, inclusive & equitable Social Protection systems Leave No One Behind Relevant UNPS Outcomes #2, #3, #4, #5 Relevant SDG Targets (#1.3, #2.1, #4.2, #5.4, #8.5, #10.4, #13.1, #17.1)					
Outcome Indicator 1- Poverty rates in Samoa, Cook Islands, Niue and Tokelau declined as a result of inclusive Social Protection Systems			1%	HIES 2021	SBS
Output 1.1 [Samoa]- Data-informed, nationally consulted, comprehensive and equitable social protection floors designed and costed (policy, law, budget) to complement ongoing programmes and reduce poverty and vulnerability to socio-economic and climate-related risks					
Indicator 1.1.1 Number of individuals consulted in the design of the Social Protection floor disaggregated by sex	0	1,000	5,000	Online platform access and feedback	MWCSD
Indicator 1.1.2 Number of civil society organizations participating in the design and testing of the SP floor components	0	10	20	Participation tracking and written feedback provided	MWCSD MESC
Indicator 1.1.3 Poverty and vulnerability mapping using data innovation has been completed to inform social protection floor budgeting	0	50%	100%	HIES DHS-MICS data Electricity consumption Mobile phone payments Remittance records	UN Global Pulse MCIT SBS Digicel Bluesky
Output 1.2 [Samoa]- Multi-year social protection floor implementation plan adopted and budgeted [focusing on new components of the SP system while existing ones will be improved]					
Indicator 1.2.1 Number of Government and Parliament members	0	100	200	Training certificates issued /	Gov Parliament/Finance Ministries

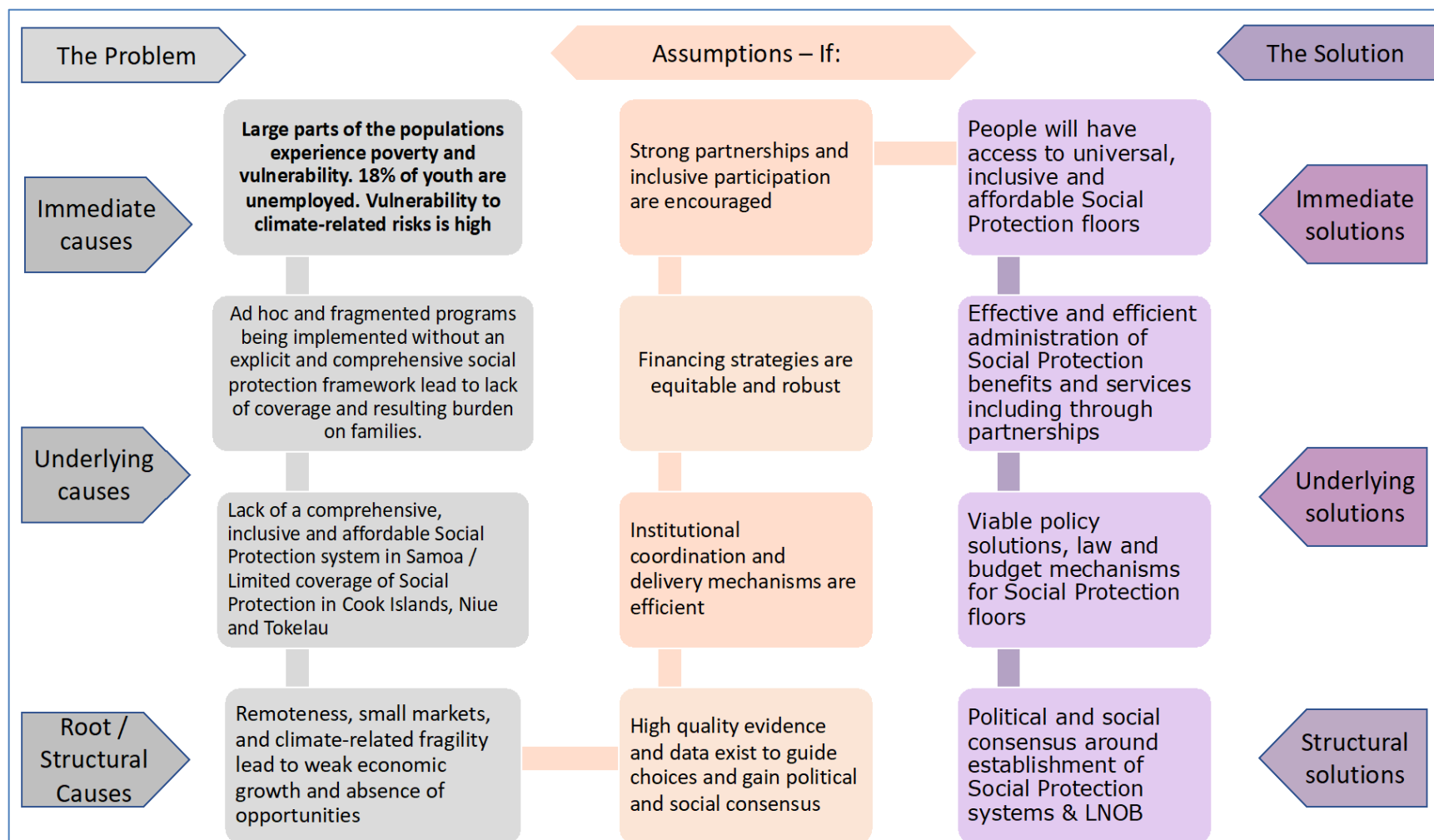
trained in planning and budgeting, including Gender-based budgeting for the operationalization of the SP floor disaggregated by sex				participation tracking	
Indicator 1.2.2 Number of partnerships including public-private partnerships established for the operationalization of the SP floor	0	2	4	MoA/MoU signed	
Indicator 1.2.3 Number of social workers trained disaggregated by sex	0	50	100	MWCSD administrative data	MWCSD CSOs, Community based organization
Output 1.3 [Samoa]– Social Protection Pilot programmes implemented with the objective of national scale-up.					
Indicator 1.3.1- Number of school age children benefiting from school feeding (disaggregated by sex)	0	500	1,000	MESC administrative data	MESC, MWCSD
Indicator 1.3.2- Number of certified civil society organizations providing social services# to people in need	0	10	20	National University of Samoa certification process	NUS, SUNGO
Output 1.4 [Cook Islands, Niue, Tokelau]- Existing Social Protection Floors for Cook Islands, Niue and Tokelau fully reviewed to strengthen inclusiveness, equity and financial sustainability of contributive and non-contributive schemes					
Indicator 1.4.1 Reduction in fiscal deficit of pension funds	0	10%	20%	Public financial reports / Budget execution reports to Parliaments	MOF
Indicator 1.4.2 Increase in number of persons living with disabilities who have access to benefits	0	10%	30%	MWCSD administrative data	MWCSD NOLA

disaggregated by sex and disability					
Indicator 1.4.3 Increase in number of entitled individuals who gain access to other non-contributive schemes disaggregated by sex	0	10%	30%	MWCSD administrative data	MWCSD MOF
JP OUTCOME 2: Social Protection floors are efficiently and effectively administered (financial management, institutional framework and capacity, evidence-based planning drawing on robust information management systems) Relevant UNPS Outcomes #5 Relevant SDG Targets (#1.3, #17.1)					
Outcome Indicator 2- Administrative cost associated with a unit of SP spending will decline			5%	MOF budget analysis	MOF, Parliament budget committees
Output 2.1- Digital data systems in Samoa, Cook Islands, Niue, Tokelau will be strengthened to support registration and robust administration of the Social Protection floor and programmes					
Indicator 2.1.1 Number of village registration points established for the implementation of the SP floor	0	100	200	MWCSD monitoring of community development sector plans	MWCSD
Output 2.2- Integrated administrative systems such as registries and redress mechanisms are strengthened, in Samoa, Cook Islands, Niue and Tokelau					
Indicator 2.2.1 Number of public servants trained to assess eligibility and address claims for redress who received certification, disaggregated by sex	0	100	200	MWCSD & JP monitoring	MWCSD Samoa Qualifications Authority

Output 2.3 - Evidence-based financial management of SP systems in place					
Indicator 2.3.1 Proportion of unfunded SP benefits	-	40%	10%	MWCSD data	MWCSD
OUTCOME 3: Financial inclusion in Samoa, Cook Islands, Niue and Tokelau enables low transaction cost transfers of Social Protection benefits Relevant UNPS Outcomes #3, #5 Relevant SDG Targets (#1.3, #5.4, #8.5, #10.4, #13.1, #17.1)					
Outcome Indicator 3: Non-bank transfer of SP benefits will decline			5%	Central Bank of Samoa oversight reports	MOF, CBS
Output 3.1- Robust payment systems through the banking system designed and costed					
Indicator 3.1.1. Proportion of non-public employees beneficiary of SP with a bank account disaggregated by sex	0	30%	50%	Central Bank of Samoa reports	MWCSD
Indicator 3.1.2. Number of people with disabilities who have access to mobile banking disaggregated by sex	0	100	300	Central bank of Samoa reports	MWCSD
OUTCOME 4- Increased resilience as disability, gender, youth and climate related contingencies are being mainstreamed Relevant UNPS Outcomes #1, #2, #3, #4, #5 Relevant SDG Targets (#1.3, #2.1, #4.2, #5.4, #8.5, #10.4, #13.1, #17.1)					

Outcome Indicator 4 -Direct economic loss attributed to disasters in relation to global gross domestic product (GDP) [SDG indicator 1.5.2]			5%	MOF reports	NDMO, MOF, MNRE
Output 4.1 [Samoa, Cook Islands, Niue, Tokelau] - Labour market services designed and scalable in Samoa to improve working age populations' access to jobs and incomes with specific focus on ensuring access for persons living with disabilities, women and young people					
Indicator 4.1.1 Proportion of job seekers registered in the job mediation system (disaggregated by sex, disability and age group)	0	10%	30%	MCIL data	MCIL
Indicator 4.1.2 Percentage of job seeking women enrolled in job mediation and vocational training services	0	10%	30%	MCIL data	MCIL, MESC
Output 4.2 [Samoa, Cook Islands, Niue, Tokelau] - Disaster-risk informed SP benefits and services integrated in SP floor					
Indicator 4.2.1 Proportion of SP budget allocated for climate related contingencies	0	10%	20%	MOF Budget	MOF, Parliament Budget Committee

Figure 4 - *Theory of Change graphic*



Annex 4. Gender marker matrix

Table 3 - Gender marker

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
1.1	Context analysis integrate gender analysis	2	<p>The context analysis has included a gender analysis across all the sectors where sex-disaggregated data is available, and has presented the situation of women and girls, and explained the causes of discrimination and inequality including around violence, early marriage, care economy, employment, health and education relating to the relevant SDGs, including SDG 5.</p> <p>The gender analysis has also included an assessment of the intersecting risks women face, including disability, age and vulnerability to climate risks where data is available. Unreliable and limited sex-disaggregated data remain key challenges.</p>	ProDoc context analysis and problem statement: Sex-disaggregated data and gender analysis mainstreamed in the poverty analysis where secondary data available
1.2	Gender Equality mainstreamed in proposed outputs	2	<p>Gender equality and the empowerment of women is visibly mainstreamed across all output areas in line with SDG priorities including SDG 5.</p> <p>The development of the social protection floors will specifically aim to i) reduce the gender gaps in existing coverage found within social protection programming, specifically including the hardest to reach / poorest women with intersecting risks and vulnerabilities – those with disability and facing high levels of poverty and vulnerability to climate risks, ii) address gender inequalities in the care economy through the provision of income support to carers of persons with disability and children (typically women), maternity and paternity benefits in the Social Protection Policy framework and iii) analyse and seek to address potential negative indirect implications of social protection programming on women especially at the intra-household level given high levels of violence against</p>	<p>Outcomes and expected results.</p> <p>End of project report / evaluation.</p>

			<p>women and women's relatively low decision-making power.</p> <p>Participatory consultations will be held at all levels and with a wide range of stakeholders including civil society actors representing women and people with disability.</p> <p>The implementation of pilots – the school feeding programme will cover both boys and girls; the labour market services will ensure access for women and young people.</p> <p>Digital data systems will generate data on gender inequality across the lifecycle (e.g., participatory gender audits, MICS, DHS, LF & time-use surveys) and include intersecting inequalities such as disability to inform decisions on GEWE strategies.</p> <p>Specific attention will be given to ensure that women and people with disabilities are able to set up and use the banking system.</p>	
Indicator		Score	Findings and Explanation	Evidence or Means of Verification
<i>N°</i>	<i>Formulation</i>			
1. 3	Programme output indicators measure changes on gender equality	3	<p>Approximately 63% of output indicators are gender sensitive or request disaggregated data by sex</p> <p>Out of 19 output indicators, 10 disaggregate data by sex (1.1.1, 1.2.1, 1.2.3, 1.3.1, 1.4.2, 1.4.3, 2.2.1, 3.1.1, 3.1.2, 4.1.1) and 2 are gender sensitive (1.2.1, 4.1.2)</p>	ProDoc monitoring system, administrative data from coordinating ministries (MWCSO, MCIL, MOH, MESC)
2. 1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	2	<p>a) In the development of the proposed project, PUNO have consulted with at least two government agencies that fosters gender equality within the current proposed project. The National Women's Machinery will participate in program consultations for the context analysis, strategic prioritization, implementation, M&E. In particular, the Ministry of Women, Community and Social Development will be part of the steering committee to influence and make decisions on the social protection floor policy as well as being involved in implementation. Women's councils will also be consulted.</p> <p>c) The programme also contributes to substantively strengthening</p>	<p>MWCSO, MOF, MFAT, MCIL</p> <p>MWCSO participation in steering committee</p> <p>Number of consultations with women's councils.</p> <p>Gender component included in the training / capacity building of Government members and Parliament</p>

			Government participation and engagement in gender related SDGs localization and/or implementation – specifically not only engaging with the Ministry of Women Community and Social Development, but also the Ministry of Finance and Ministry of Labour.	
Indicators		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
2.2	PUNO collaborate and engages with women's/gender equality CSOs	3	X Number of GEWE CSOs were consulted in the development of the concept note. GEWE CSOs will actively participate in the Social Protection Floor consultations,	Number of GEWE CSOs. Number of consultations with GEWE CSOs
3.1	Program proposes a gender-responsive budget	2	Given the current demographic, political, social and economic landscape in the islands, it is expected that GEWE would absorb between 50-55% of the funds for a variety of initiatives including mainstreaming gender in SP based on life-cycle contingencies, setting up of gender markers, producing participatory gender audits, implementing gender sensitive M&E frameworks, engendering budgets, promoting livelihood opportunities through innovative initiatives (e.g., in waste management, cultural activities and social work), assisting governments to comply with requirements of CEDAW & encouraging political participation along with access to education and health.	55% of budget allocated to GEWE
Total scoring		2.3		

Annex 5. Communication plan

1) Overall narrative of the joint programme

This proposal is timely in Samoa, Cook Islands, Niue & Tokelau because it provides the financial resources and technical assistance from the UNS for the respective governments and key stakeholders to improve, expand the scale and coverage of the SP system within the LNOB approach.

The objective is to develop evidence-based nationally-owned social protection (SP) systems to accelerate the SDGs through integrated programming in national and sub-national

development. Existing SP initiatives are fragmented, limited in scope and not linked to any SP framework. The program selects 5 strategic interventions that will lead to all families benefiting from universal SP systems: data/evidence, public finance, institutional coordination, partnerships and outreach. These interventions are critical in leading to quick wins for all families (50,000 in total) to participate in active and inclusive SP systems that are evidence based, developed and implemented through participatory consultations, have equitable financing mechanisms, forge strong partnerships with stakeholders including faith, community based organizations and the private sector, induce better institutional coordination, bolster capacity for implementation, and expand outreach

For Small Island Developing States, a comprehensive social protection system is essential for reducing poverty and vulnerability - groups to cope with climate-related risks and disasters. Social protection systems can strengthen the capacity of families and carers to care for their children, while removing financial barriers to access essential services, such as health care and education, and thereby help close poverty gaps where there is adequate basic service provision.

Social protection measures can also help to reduce vulnerability and risks from shocks, including climate risks, and alongside sound disaster risk reduction policies, support households to build resilience, coping capacity and raise productivity.

Moreover, strengthening social protection policy frameworks in the countries, on the principles of a social protection floor, the Joint Programme will support governments to build a more coherent social protection system which covers lifecycle risks, and to prioritize interventions to reach the poorest and those most left behind.

The development of social protection floor and policy and legislative frameworks will aim to identify and close the coverage gaps in existing social protection programming.

The joint programme will also specifically address data gaps in poverty and vulnerability, by taking a multi-dimensional approach, and fill gaps specifically around children, elderly, people with disability and their carers, while addressing gender equality and discrimination, to inform the design and implementation of appropriate social protection programmes.

In addition, the joint programme's activities aim to support financial inclusion through access to the banking system, and also to provide appropriate labour market skills and public employment services to address the unemployment challenges, particularly for youth.

Across all the programme's interventions, attention, and appropriate financial resources, will be given to ensure that social protection design and systems are developed to address gender equality and to be responsive to people with disabilities. This includes awareness of the effects of social protection programmes on intra-household issues and gender-based violence, while also ensuring that people with disability have access to banking services and to appropriate labour market interventions, working alongside other programmes and services to address stigma and socio-cultural discrimination against women and people with disability. Moreover, attention will be given to ensure that the development of formal social protection complements and does not displace traditional safety nets.

Vulnerability mapping for the purpose of targeting social protection benefits and services will draw on multiple datasets and on the data analytics including use big data with support from the UN Global Pulse.

While the populations mentioned above will be direct beneficiaries, the Social Protection system will have a positive impact on the entire society in each country given its contribution

to market expansion and growth, improved school performance, increased employability and reduced poverty risk at all ages.

Interventions that improve Human Development indices enable progress across the SDGs by changing lives, individual and collective behaviors, expanding demand in the economy, equipping people with necessary skills to secure jobs and reducing inequalities and exclusion. By empowering women and other vulnerable groups, the impact multiplier of an equitable, universal Social Protection system will generate more value for the money invested in the SDGs.

During the project initial stage, the target baseline will be determined and the methodology for measurement of progress during its execution as well as extrapolation of trends until the end of 2022. The linkages between goals and targets will be identified and established as well as the potential for acceleration of progress, overcoming barriers and enhancing the impact of the selected social protection systems.

Universal social protection represents one of the most effective public policy to reduce poverty, inequality and vulnerability to a wide range of risks

Equally important, inclusive and equitable Social Protection floors directly contribute to the improvement of Human Development Indices including through reversing gender inequality [SDG 5] and securing access to income.

The Social Protection Joint Programme in Samoa, Cook Islands, Niue and Tokelau is implemented within the framework of the United Nations Pacific Strategy (UNPS 2018-2022) covering all of the Pacific Islands Countries and Territories against six outcome areas. The UN Country Team operates in these areas through Outcome Groups that include regional organizations as well.

The Joint Programme strategic Outcome aims to establish inclusive and equitable Social Protection Floors²⁵ in the four countries covered and reduce household-level vulnerabilities to natural disasters and its related economic shocks through increased resilience, while also contributing to gender equity and women's empowerment (GEWE).

In all four countries the main outcomes of the JP will be:

- Strengthened social protection systems
- Establishment of digital records and information management systems
- Electronic payment systems for all beneficiaries
- Enhanced resilience through disaster response-tailored benefits and services and delivery of labor market interventions

The Social Protection JP Communications plan will communicate the aims of the JP to introduce and enhance the effectiveness of Social Protection systems and implementation in Cook Islands, Niue Samoa and Tokelau, using the Social Protection floor. This is meant to provide the populations of these countries with appropriate social protection benefits across the course of their lives. In particular, it will strengthen the resilience of those vulnerable populations, most of them facing multiple and intersecting forms of discrimination and exclusion due to the very specific context they live in.

²⁵ According to the International Labor Organization, social protection floors are nationally defined sets of basic social security guarantees that should ensure, as a minimum that, over the life cycle, all in need have access to essential health care and to basic income security which together secure effective access to goods and services defined as necessary at the national level.

The Communications plan will also communicate how the JP will established and strengthen social protection policy, by engaging with government and other stakeholders in dialogue and consultations about how to prioritise the implementation of social protection interventions, and how to reach those facing more than just one exclusion risk.

The Communications Plan identifies the prioritised target groups which will include children; women and girls, carers and persons with disabilities and unemployed, especially youth as well as highlighting relevant interventions and activities to close the coverage gaps of existing SP interventions.

2) Strategic approach to key audiences

With the political support of the highest level of government authorities in the four countries, the designated counterpart ministries and agencies the JP SP will start work and consultations through Participatory and Consensus Building Workshops with key stakeholders, which will contribute to consultation / awareness, participation and transparency, while addressing the five factors for the LNOB approach. There will also be community and beneficiary outreach using public and social media.

This approach will also contribute to the ownership by key stakeholders, the government executive and parliamentary bodies towards the debate of acts / laws, regulations, policies and tools, budget allocation and streamline decision-making as well as the transparency, in terms of criteria for universal coverage, social protection floors while addressing and targeting the needs of the final beneficiaries

This strategy will contribute to advocacy by the public sector with the support and active participation of stakeholders and beneficiaries, when possible, therefore ensuring that the SP system and SP Floors will be contributing to the designed project strategy and therefore making progress and accelerating the selected SDGs, targets and indicators

To reach different audiences, depending on its outreach media campaigns will be designed at national, territorial and community levels selecting the appropriate vehicle that is affordable and accessible including those left behind, excluded and more vulnerable

The advocacy, media and promotion campaigns will be subject to previous consultation and approval by the JP Steering Committee with previous consultation with the Technical / Management Committee

There will also be an outreach towards key local and international stakeholders that will contribute to further coordination, project implementation in terms of MIS, leverage financing as well as sustainability and long-term impact

The M&E and Progress Reports will be published and communicated using different tools such as project briefs, videos and other instruments that will also use customer satisfaction surveys

Trade unions, private sector, CSO, faith-based organizations, community and / or village-based organizations, representatives and their networks will participate to ensure engagement, ownership, transparency and accountability of the priorities, criteria and conditions agreed

Government institutions, private sector and others related to the ICT sector will evaluate alternatives for an integrated SP information system and its M&E and statistical base

Domestic and international experts will work together to ensure institutional capacity building and development to manage the SP system

Consultations/ Consensus Building Workshop: This approach will engage the stakeholder's government authorities, private sector, civil society organisations and UN agencies to start dialogue on the SP JP and how it will address poverty gaps for the most vulnerable people as well as addressing the five factors for the LNOB. This approach will also contribute to the ownership by key stakeholders, the government executive and parliamentary bodies towards the debate of acts / laws, regulations, policies and tools, budget allocation and streamline decision-making as well as the transparency, in terms of criteria for universal coverage, social protection floors while addressing and targeting the needs of the final beneficiaries

Mainstream and social media campaigns: To reach different audiences, depending on its outreach media campaigns will be designed at national, territorial and community levels selecting the appropriate vehicle whether it be the mainstream media or social media channels, that is affordable and accessible to those left behind, excluded and more vulnerable. The advocacy, media and promotion campaigns will be subject to previous consultation and approval by the JP Steering Committee with previous consultation with the Technical / Management Committee

3) Objectives of the strategic communication plan

The communication strategy will be designed during the project startup phase on the basis of the overall objectives of SP JP, while its indicators will relate to overall project result framework and the AWP establishing the initial awareness and Participatory Workshops between months 2-3

Specific metrics for social media and other mechanisms will be designed and selected, including UNCT JP M&E systems and Progress Reports, and stakeholder and consumer surveys

4) Main activities

Table 4 - Communication Plan

Activities	Description	2020	2020	2020	2020	2021	2021	2021	2021

		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<i>a) brief description</i>	The SP JP Communications Plan will implement communications activities that can be delivered through available and effective media channels within the 4 countries	x	x	x	x	x	x	x	x
<i>b) methods and communication channels</i>	Radio Shows, TV Programme Social Media channels (Facebook, Youtube)		x	x	x	x	x	x	x
<i>c) responsible organization and focal point,</i>	UN Resident Coordinator Office– Social Protection Communications Officer								
<i>d) resources to be invested</i>	- Budget = USD 65,000 SP Communications Officer Salary – USD 25,000 Promotional Materials – USD 20,000 Awareness Media programmes – USD 20,000								
<i>e) timeline: milestones and/or deadlines</i>	January 2020 – December 2021 Milestones – Social Protection JP Communications Work Plan Social Protection JP Branding Guidelines (Logo)	x x	x x						

- Indicate responsible for overall monitoring and reporting on the communication plan	UN Resident Coordinator Office– Social Protection Communications Officer								
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Annex 6. Learning and Sharing Plan

1) Strategic approach to learning and sharing

The learning and sharing strategy will be central to the SP project to contribute to capacity development and building in the region and each of the participant countries. This means creating the institutional capacity for the project execution, implementation and sustainability.

It will also contribute to team work among PUNOs, while improving the efficiency and effectiveness of the project during the two year period allocated for its execution.

Towards this purpose the MCO RC has a key and enhanced role coordinating all agencies with the intellectual leadership of ILO, the specialized agency responsible for SP, together with UNESCAP and with the other PUNOs in their respective areas of competence.

This task will also benefit the UN as One strategy in very concrete and practical terms by improving coordination, focus and effectiveness.

The government and its public sector will train its human resources that through learning by doing together with international and regional experts will develop their capacities and skills for policymaking and their implementation as well as future enhancing of scope and scale. ToT might also be considered and applied for further scale and replicability.

Teamwork and building will be promoted at each project phase, with regular weekly meetings held between the different specialized clusters that will be followed up by a short briefing shared by all project participants.

This mechanism should be presented and shared with the government, at political and policy execution level, to allow for further buy in of the SP project and cultural change in the public sector as well as other key stakeholders.

These meetings and exchanges should be done between teams working in the four countries when and if necessary.

As needed, webinars, specific to the SP project or for clusters of projects from the region or other regions, will be held with the purpose of sharing knowledge as progress is made or obstacles and constraints are faced.

The subjects and issues might be related to policy frameworks, SPFs, policy tools, evidence-based information, financing, SP budgeting, beneficiary targeting and tracking to name just a few.

As needed and assessed, different reports, policy briefs, working papers, video courses will be prepared and shared, with the support of UNESCAP and others.

Active bilateral and multilateral donors may want to contribute with financing, experts and in kind resources to this activity.

This activity could be further enhanced by creating an online library and documents depository through agreements with specialized agencies and institutions promoted by the project, the region or globally.

The possibility of working with a university, research center or think tank will also be explored and considered

2) Objectives of learning and sharing

The objectives of knowledge and sharing will be to enhance the capacities of the PUNO in the implementation and monitoring of the SP program and create the MCO local or regional capacities for SP policies, tools and activities. The government and its public sector will train its human resources that through learning by doing together with international and regional experts will develop their capacities and skills for policymaking and their implementation as well as future enhancing of scope and scale. ToT might also be considered and applied for further scale and replicability.

The progress can be measured through regular **meetings**, quarterly **progress reports** held and shared between the different specialized clusters to be followed up by **group briefing** with project participants.

This mechanism should be presented and shared with the government, at political and policy execution level, to allow for further buy in of the SP project and cultural change in the public sector as well as other key stakeholders.

These meetings and exchanges should be done between teams working in the four countries when and if necessary.

3) Main activities

As needed, **webinars** specific to the Social Protection Joint Programme or for clusters of projects from the region or other regions will be held with the purpose of sharing knowledge as progress is made or obstacles and constraints are faced. The subjects and issues might be related to policy frameworks, SPFs, policy tools, evidence-based information, financing, SP budgeting, beneficiary targeting and tracking to name just a few.

As needed and assessed different **reports, policy briefs, working papers, video courses** will be prepared and shared, with the support of UNESCAP and others.

Active bilateral and multilateral donors may want to contribute with financing, experts and in kind resources to this activity.

Interactive short trainings prior to the roll out of the project for the PUNO and leading government ministries are also important to ensure consistency of language, skills and knowledge to be applied all through out the project course.

This activity could be further enhanced by creating an online library and documents depository through agreements with specialized agencies and institutions promoted by the project, the region or globally. UNDP as the leading PUNO will be responsible in the monitoring of this plan.

Lessons learned will be captured throughout the lifespan of the Joint Programme and success and failure will be documented to inform future programme design and joint implementation. Behavioral insights will be considered in the development of the Social Protection system to ensure culture and traditional practices shape the JP interventions.

Annex 7. Budget and Work Plan

7.1. Budget per UNSDG categories

The table provides a summary of the PUNOs expenses per UNDG Budget as well as the PUNO contributions to the Social Protection Joint Programme. From the budget it is noted that 32% of the funding will be disbursed through transfers and grants, 30% through contractual services and 15% through staff and other personnel to support the implementation of the programme. PUNO contributions to the programme amount to 11.3% of the SDG Fund allocation.

UNDG BUDGET CATEGORIES	PUNO 1 - UNDP		PUNO 2 - UNESCO		PUNO 3-UNICEF		PUNO 4 - ESCAP		PUNO 5 - ILO		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	310,000	34,000	73,500	183,876	0	60,000	0	108,300	60,000		443,500	
2. Supplies, Commodities, Materials	1,500		-		0		0		5,000		6,500	
3. Equipment, Vehicles, and Furniture (including Depreciation)	8,500		9,700		0		0		5,000		23,200	
4. Contractual services	373,303		166,712		163,645		125,000		85,000		913,660	
5.Travel	173,416		38,678		62,729		80,000		33,000		387,823	
6. Transfers and Grants to Counterparts	209,993		328,000		240,916		0		181,000		959,909	
7. General Operating and other Direct Costs	49,547		14,600		0		0		5,000		69,147	
Total Direct Costs	1,126,259		631,190		467,290		205,000		374,000		2,803,739	
8. Indirect Support Costs (Max. 7%)	78,838		44,183		32,710		14,350		26,180		196,262	
TOTAL Costs	1,205,097	34,000	675,373	183,876	500,000	60,000	219,350	108,300	400,180	-	3,000,001	
1st year	843,568		320,097		312,290		119,305		220,099		1,815,359	
2nd year	361,529		355,276		187,710		100,045		180,081		1,184,642	

7.2. Budget per SDG targets

In line with the Theory of Change and the Work Plan that PUNOs developed together, the largest effort in this Joint Programme is the establishment of inclusive, equitable and financially sustainable social protection systems, which will require legislation review, institutional assessment and redesign of the three pillars across the four countries. The social protection floor needs to ensure that, while addressing vulnerabilities, it preserves the motivation of those who are jobless to continue to seek jobs as well as of employees to work longer and reduce pressure on early retirement. Towards that end, continued cross sector policy coherence is required to ensure that the minimum unemployment benefit, disability pension and other minimums are not higher than the minimum wage after taxation. Effective institutions to enroll people and manage their rights in a transparent and accountable manners as well as predictable domestic resources to fund social protection are equally needed. This explains our intended investment in SDG Targets 1.3, 10.4, 16.6, 17.1 which together amount to 59% of the total \$3.00mill fund allocated to Samoa, Cook Islands, Niue and Tokelau. Of the remaining 41%, access to early child development, care and pre-primary education is a totally new area of engagement in Samoa and a prerequisite for children to advance and mothers to return to work while access to social protection and public services will be organized for those performing unpaid domestic work. Good nutrition and food security will support good health among the poor and excluded. These areas aligned with SDG Targets 2.1, 4.2 and 5.4 will receive 25% of our resources. Active measures to integrate the unemployed and also help people to recover from climate-related hazards will receive the rest of our resources (16% for SDG Targets 8.5 and 13.1).

SDG TARGETS		%	USD
1.3.	Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	23	727,484
2.1.	By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round	6	189,779
4.2	By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education	11	347,927
5.4	Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies	8	253,038
8.5	By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities	9	284,668

10	Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality	12	379,557
13	Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries	7	221,408
17	Develop effective, accountable and transparent institutions at all levels	13	411,187
17	Strengthen domestic resource mobilization, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection	11	347,927
TOTAL		100	3,162,976

GMS **223,200**

GRAND TOTAL **3,386,176**

7.3. Workplan

The Participating UN Organizations undertook a thorough review of the interventions required to support the transformation proposed by the Theory of Change in this Joint Programme. Subsequently, the PUNOs agreed to give UNDP the role of leading on Social Protection system building, UNESCO the disability agenda, UNICEF the child and family social protection, ILO the overall compliance with instruments that the four countries ratified and the labour market interventions and to UNESCAP the regional coherence, monitoring and progress analysis towards the selected targets. All five PUNOs take an LNOB approach in designing and institutionalizing Social Protection in Samoa, Cook Islands, Niue and Tokelau.

Budget reflects resources needed towards delivering the proposed results, PUNOs withholding only the agency specific overheads. To ensure a consistent approach that optimizes use of resources, the National Steering Committee overseeing the implementation of the Workplan will be co-chaired by the Government and the Resident Coordinator.

Refer to attached revised workplan

Annex 8. Risk Management Plan

The following potential risks faced by this Joint Programme have been identified as the following:

- Global or domestic climate, economic and / or fiscal shocks that will divert government and PUNO attention and priority away from the Joint Programme (context risk)
- Opposition or manipulation of the programme by vested interest groups. For example, religious or faith based organizations may perceive a threat to their power and financial base, local village councils may perceive they have a right to a share of transfers to households, dilution of benefits to non-recipient family members or non-recipient families, vendors and other supply side dealers raising prices, implementing agencies may perceive an increase in costs and/or work load (Programmatic risk)
- Political opposition, coordination gaps and overlaps in mandates and programs. Risks could arise from fiscal austerity drives proposed by IFIs (programmatic risk).
- Unintended effects on costs and prices, project cost over-runs, misutilization of funds or resource capture at national or sub-national levels (fiduciary risk)

The contextual risk of a global or domestic climate, economic or fiscal shock is calculated to be a medium risk. The impact of the risk would be that PUNO and government attention would be diverted away from the implementation of the Joint Programme. In the event of this happening, mitigation measures will include discussions and negotiations with government and implementing partners on flexibility of implementation, and an assessment and potential revisions to the programme in response to any such changes in the implementing environment.

The programmatic risks are deemed to be low level risks and mitigating measures have been integrated into the implementation of the programme in two main ways. The first is that to reduce the risk of opposition or manipulation of the programme by vested interest groups, and as a way to ensure political commitment to the programme, numerous stakeholders will be involved in the consultations during programme implementation which will encourage diverse views and opinions to be integrated into the design of the inclusive social protection policy framework. Second, the diverse sets of stakeholders will be informed about the programme and its development as the government will be supported to develop a local, regional and international partnership strategy and an effective communication and advocacy campaign which will clearly articulate objectives, roles and responsibilities.

In addition, to further mitigate against the risk of limited political opposition and to improve coordination, the JP will directly address institutional coordination and capacity through one of its core interventions, and the JP will be reviewed at particular points in time in light of what it can feasibly achieve (for example, taking stock through a review after the participatory consultations).

The potential fiduciary risk relates to unintended effects on costs and prices, project cost over-runs, misutilization of funds or resource capture at national or sub-national levels (fiduciary risk). This is deemed to be a low risk. This will be mitigated by the development and implementation of careful financial planning, milestones and reporting in order to ensure financial accountability and accurate expenditure throughout the programme. A programme manager will also be put in place to oversee the implementation of the JP.

The programme would be implemented bearing in mind UN principles related to human rights, labor, environment and anti-corruption. UN principles related to responsible investment would

be adhered to by incorporating ESG issues in decision making and investment for SP systems. Additionally, UNDP will ensure the the Joint Programme integrates Social and Environmental Standards throughout its implementation.

The programme will also assess and document the levels of risk throughout the programme implementation at the end of Year 1, in order to evaluate and revise the risks and mitigation strategy as appropriate.

Table 5- Risk matrix

Risks	Risk Level: (Likelihood x Impact)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./ Person
Contextual risks					
Global or domestic climate, economic and/or fiscal shocks will divert government and PUNO attention and priority away from the JP.	Medium	2	3	Discussions and negotiations with government and implementing partners on flexibility of implementation. Assessment and revisions of the programme in response to any relevant changes in the implementing environment	UNDP
Programmatic risks					
Opposition or manipulation by vested interest groups (e.g., unions or faith based organizations), leakages and dilution of benefits manifesting through community and family power structures, delays and gaps in service delivery due to a combination of remoteness, capacity limitations and infrastructure gaps.	Low	1	2	Engagement of diverse set of stakeholders to participate as partners to promote ownership and buy-in	UNDP
Political opposition, coordination gaps and overlaps in mandates and	Low	1	2	Working in partnership with government; investment in coordination mechanisms and	UNDP

programs. Risks could arise from fiscal austerity drives proposed by IFIs.				<p>establishment of national steering committee; local, regional and international partnership strategy, and communication strategy developed.</p> <p>Continuously review the Project in light of what it can achieve.</p> <p>Ongoing communication about what the project can realistically achieve under its timeframe and resources</p>	
Institutional risks					
Risks	Risk Level: (Likelihood x Impact)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
Fiduciary risks					
Unintended effects on costs and prices, project cost over-runs, misutilization of funds or resource capture at national or sub-national levels	Low	1	2	Careful financial planning, milestones and reporting developed to ensure financial accountability and accurate expenditure throughout the programme. Programme manager in place to oversee the functioning of the JP.	UNDP