The attached paper, prepared by the Forum Secretariat, presents a multipurpose framework for national planning that integrates the principles of sustainable development to meet national, regional and international requirements and which can be adjusted to country-specific conditions. For the consideration of Ministers.
Objective

This paper presents, for the consideration of Ministers, a multipurpose framework for national planning that integrates the principles of sustainable development to meet national, regional and international requirements and which can be adjusted to country-specific conditions.

Introduction

2. At the 2003 FEMM, Ministers considered the inter-relationships between economic and social development and the environment:

11. Ministers, recalling their discussions of 10 June 2003 (Majuro, Republic of the Marshall Islands), highlighted the need to determine practical actions to mainstream economic, social, and environmental objectives, as the three pillars of an integrated sustainable development process. The development of strong cooperative relationships between economic, environmental and social agencies at all levels of government, and participation of communities and civil society, is a primary step towards policy integration.

12. Governments can promote the integration of the three pillars of sustainable development through analysing policy impacts, institutional arrangements, and administrative procedures. This analysis should inform national strategic plans.…

…

14. Ministers: …

…(b) encouraged the integration of the principles of sustainable development into national economic and development policy and planning processes to fully reap the resultant benefits of growth and poverty alleviation; …

…(d) noting the inclusion in the Forum Economic Action Plan of the need to address the social impacts of policy decisions, requested the Secretariat, in cooperation with other regional organisations as appropriate, to prepare an analysis of national planning frameworks in the Pacific with a view to highlighting mechanisms for the integration and mainstreaming of sustainable development.
3. This supports the commitment made by countries, including Pacific Island countries, at the 2002 World Summit on Sustainable Development, to take steps to incorporate the three pillars of sustainable development at all levels of development planning, not only within government but also in civil society and the private sector. At the national level, countries recommitted themselves to formulate national sustainable development strategies by 2005. Their primary responsibility for sustainable development was also reiterated.

4. A commitment to sustainable development is also central to the Barbados Plan of Action that will be under the spotlight during the 10-year review in Mauritius in late 2004. A concerted effort in the Pacific to mainstream and integrate the principles of sustainable development will give added impetus to the possible outcomes of the Mauritius meeting. Additionally, Mauritius will become the most important single basis for sustainable development strategies within FICs.

5. Furthermore, at FEMM 2003, Ministers:
   17(b) noted the importance of integrating international development commitments, including commitment to the [Millennium Development Goals] MDGs, into streamlined national planning frameworks, both to ensure consistency and to minimise the burden on capacities …

6. These decisions are of relevance to national planning processes, thus it makes sense to consider the issues raised in parallel, within an examination of national planning frameworks in use in the Pacific. In response to Ministers’ directions, this paper focuses specifically on the development of a multipurpose framework for national planning which ensures:
   • integration of plans – national, sectoral, and sub-regional plans;
   • mainstreaming of the principles of sustainable development into national plans, and
   • incorporation of international commitments (including the MDGs and all international and regional multilateral environment agreements to which countries are parties) into national plans.

7. More broadly on this last point, the need to progress work on MDGs, in a context that meets the needs of FICs, is discussed in paper PIFS(04)FEMR.11. That paper provides an update on members’ progress towards national reports, considers the objectives of national reports, and sets forth for consideration a draft report format for national reports. Given their commonalities, papers FEMR.07 and FEMR.11 should be read in conjunction with each other.

8. The paper uses urban development issues as a case study for the benefits of integrated planning. These issues have been drawn from the outcomes of the Pacific Regional Workshop on Urban Management, held in Nadi, Fiji on 1 – 4 December 2003 under the auspices of UNESCAP Pacific Operations Centre, UNDP-TUGI, UN-HABITAT and the Pacific Islands Forum Secretariat (see outcomes at Annex 2 and its attachment A). The workshop had the objective of assisting Pacific island countries in
developing a plan of action – a Pacific Urban Agenda – to manage the transition from predominantly rural societies to urban societies.

9. All FICs have formulated some kind of national development strategy/plan and because of the complex nature of the issues being addressed, countries have developed different approaches. There is, thus, a wealth of knowledge and experience within the region. A multipurpose framework for national planning in the Pacific could provide the basis of developing “sustainable” National Sustainable Development Strategies and the modality to foster the sharing of experience.

10. Furthermore, development partners are more likely to support a credible country development framework, and thus the framework presented is a means for improved development cooperation. In many FICs development assistance plays an important role in supporting the national development plan.

11. This paper is based on an examination the national planning frameworks and the national plans of each Forum island country. It also draws upon ESCAP’s Virtual Conference website, Integrating Environmental Concerns into Economic Policy Making Processes (www.unescap.org/drpad/vc), the National Assessment Report template, circulated in early 2003 by UN-SIDS in preparation for the Barbados Programme of Action +10 review, the Report of the International Forum on National Sustainable Development Strategies (Accra, Ghana 7-9 November 2001), and The DAC Guidelines, Strategies for Sustainable Development: Guidance for Development Cooperation (OECD 2001).

Issues

Targeting national plans to meet user needs

12. National Plans (also variously titled Development Strategies, Strategic Development Plans, Strategic Plans) are commonly used in FICs to set forth a path for national economic growth and development. Thus the national plan reflects an ongoing and cyclical process and cannot be viewed as a “one-off” document.

13. These plans are of use to Government, the public sector, the private sector, the community, and development partners (bilateral and multilateral). Integral to good national planning is ensuring the final product best suits the needs of these many user groups.

14. Examination of FIC national plans indicates that these set out to do all, or some, of the following:
   • present the Government’s vision for national development;
   • outline the key issues (international, regional and domestic) to an economy and, as appropriate, causal factors;
   • identify key inter-linkages and inter-relationships within the economy;
• identify needs and gaps in meeting the vision, especially targeted at the donor community;
• describe key strategies and priorities, including prioritisation of resource use, being pursued by the Government to implement the vision;
• outline supporting targets and objectives of Ministries and agencies and the indicators used to monitor achievement of these;
• complement budget documents and guide budgeting;
• monitor and review the implementation of the previous national plan; and
• reflect the outcomes of broad-based consultation.

15. In addition to these domestic national planning objectives, there has also been external pressure on FICs to prepare and implement plans/strategies of various types driven by global commitments and conventions – such as Agenda 21, the Barbados Plan of Action and Habitat. This has resulted in National Conservation Strategies (NCSs), National Environmental Action Plans (NEAPs), National Sustainable Development Strategies (NSDS), and the Pacific Urban Agenda amongst many. There have been shifts from one type of strategy to another, visible proliferation of various levels of unrelated strategies and consequent duplication of efforts.

16. Yet, to date, few countries in the region have been able to develop a planning framework in which the three pillars of sustainable development – the environment, the economy and society – are given balanced treatment. Indeed national plans within the region have traditionally been sectorally focussed and have not dealt strongly with cross-cutting issues. Prior attempts at integration of economic, social and environmental policies and practices have also been critically limited by human, financial, and data resources.

17. To address the difficulties highlighted above, this paper sets out a multipurpose framework for national planning that integrates the principles of sustainable development to meet national, regional and international requirements and which can be adjusted to country-specific conditions. This is supported by a National Sustainable Development Plan template in Annex 1 that draws on good practices within the region and internationally to set out the content of an idealised national plan incorporating the principles of sustainable development.

18. The result of using the framework should be a strong national plan which will help to address priority problems with complex causes and complex implications. It will involve integrated analysis of the underlying causes of the problems, and integrated solutions and coordinated action. The plan will have a focus on tangible outcomes and lead directly to concrete actions. This emphasis on real change will entail the articulation of short term or immediate priority needs, as well as medium- and long-term objectives.
Regional support for national planning

19. Reflecting the commonalities amongst national plans and national planning needs in the Pacific in terms of objectives, process and also to some extent content, as well as their use by development partners and the foundation they provide for monitoring progress against international commitments such as the MDGs and those made at the World Summit on Sustainable Development, there is potential for efficiency gains through improved regional support to national planning.

20. Regional support, in the form of improved assistance from CROP members, would have the objective of supporting the implementation of a common sustainable development framework for national planning, designed to meet the needs of all the various stakeholders in the national planning process. The CROP members could provide this support in the form of technical assistance, both through consultancies and also directly by their staff.

21. Naturally resources at the regional level are limited and, in an effort to use these most efficiently, it is suggested that PIFS could be the contact point for members requesting assistance. This coordination role would also reinforce the development of overarching linkages between sectors. Provision of assistance, and the specific assistance provided, would need to be based upon:

- an initial desk-based assessment of country needs (including capacity development needs) and key development issues by PIFS and the setting of an appropriate timescale for assistance. The National Capacity Self Assessments being conducted in preparation for Mauritius will be a useful input into this broader assessment and this provides a strong argument for doing these well;
- identification of any (current or potential) non-CROP sources of assistance to national planning, so as to reduce the potential for duplication and resource wastage;
- identification of the most appropriate source of assistance based upon the needs assessment – including the identification of the most appropriate partner CROP members based on sectoral expertise and mandate. Naturally, in some instances the requisite technical skills may not reside in the CROP members, or may be unavailable when needed, and in such cases consultancies could be an option to provide support to members.

22. This strongly coordinated assistance would act in practice as a special regional pool of expertise. Such coordination would require CROP members to pay more focussed attention to the synergies between their sectoral interests and the benefits of cooperative missions that may act to reinforce individual agency objectives and better utilise resources. The membership of the CROP Sustainable Development Working Group provides an existing basis for coordination of work in support of national sustainable development plans and strategies.

23. One further role PIFS and other CROP members could perform is to facilitate the sharing of experiences in national planning in the Pacific region. With the support of
member countries, PIFS could coordinate, with other CROP members and development partners as appropriate, a regional workshop for national planners with a focus on the sustainable development planning framework discussed in this paper.

24. The issue of assistance from non-CROP sources is an important one, particularly so in relation to the MDGs, where there is ongoing support offered by both UN agencies and CROP. The status of members’ progress towards monitoring the MDGs and current assistance being provided is set out in paper PIFS(04)FEMR.11. This also sets out the objectives of national MDG reports and, in this context, sets forth a draft format for the reports which is in keeping with the emphasis within this paper on a multipurpose framework for sustainable development plans.

**A multipurpose framework for national planning**

25. Workshops held by the Forum Secretariat have shown considerable member support for a more inclusive, participatory and integrated framework for national planning. This would take note of cultural and traditional dimensions, and environmental and social goals, in addition to economic development, so as to achieve sustainable development.

26. The national plan needs to serve many purposes and meet the needs of many stakeholders and users, as indicated above. This validates the logic of a multipurpose framework for national planning, an umbrella strategy so to say, which broadly allows for:

- a management structure which promotes integrated and participatory decision making;
- scoping of the operating environment (at the sub-national, national, regional and international levels and recognising changes in elements of this environment, say to the institutional legal structure);
- recognition of sectoral and cross-sectoral interlinkages and interdependencies;
- the analysis of short-, medium- and long-run needs and priorities (economic, social, and environmental) and management of risks;
- the setting of key sustainable development strategies;
- the funding and implementation arrangements pertaining to the strategies; and
- the monitoring of implementation through the use of benchmarks and indicators.

27. The diversity of national economic, social and environmental problems faced by countries requires that, while national plans may have common characteristics, each country tailor the development of the national plan, and its structure, to reflect national conditions and capacities. Capacity is particularly important to understand – a development plan is one thing and the national capacity, both financial and technical, to implement that plan is another. Capacity building needs are recognised below in the discussion of institutional arrangements.
28. Despite differences in approaches, all national plan development cycles follow similar broad steps:

- identification of major issues to be addressed;
- setting priorities;
- consultation processes and involvement of the public;
- achieving national ownership and policy integration; and
- identifying investments, and funding sources, for implementation.

29. These common points are discussed below.

**Identification of main issues and problems and setting priorities**

30. A crucial step in the formulation of a sound and realisable national plan is identifying the priority problems to be tackled by the plan. Because resources are scarce and implementation capacities limited, coverage of the national plan needs to be targeted, and the priority areas to be addressed need to be limited.

31. Additionally the presentation of the main issues should be coherent and integrated, clearly identifying the links between:

- local, national, regional and global issues;
- their short, medium and long-term nature; and
- the relevant sectors which make up the economy.

32. In targeting and focusing the national plan the ‘Vision’ provides an essential role. For scoping to be effective it is necessary that the national vision be articulated in a tight statement – the development of the Vision can be a political action. The Vision then needs to be clarified to decision-makers and policy analysts so that it becomes the vehicle by which to integrate sectoral and cross-cutting policies and to ensure that top-down and bottom-up planning processes are working towards meeting the same objectives.

33. Initial scoping of the environment in which the national plan will operate needs to take account of sub-national, national, regional and international events, issues and commitments. The scoping can, in part, be a technical exercise, built on issues in the previous national plan, existing regional and sectoral plans (such as the Pacific Urban Agenda), examination of government policy documents, and analysis of available data.

34. A particular challenge is to plan for sustainable development in a globalising world at a time when threats of global environmental changes create additional and unprecedented constraints to the planning process. National planning therefore needs to take account of Agenda 21, the Barbados Plan of Action, Habitat, Millennium Development Goals, Johannesburg Plan of Implementation and all other relevant international and regional multilateral environment agreements so as to try to balance the
national needs and priorities against regional and international obligations and opportunities. Elements of the Pacific regional submissions to such international meetings also are useful in that they capture the essence of Pacific sustainable development issues.

35. The second component to scoping is to reflect the opinion of stakeholder groups as regards key problems and issues faced by the nation in its development. This allows development to be pursued in a way that involves and benefits from the complementary actions of the three key stakeholder groups in society, namely, public institutions (government), private enterprises (business), and civil society. A fourth, external, stakeholder group, the development partners also needs to be included, however attention should be focussed on national needs and priorities.

36. Consensus needs to be reached on the priority problems/issues that need to be addressed by the plan. Risk assessment and sensitivity analysis of issues can provide information useful to the prioritisation process.

_Institutional arrangements_

37. Institutional arrangements have an important impact on the effectiveness of national planning processes and the resultant national plan. Ideally they need to be specifically designed with the intention of promoting coordination and integration in decision-making. However institutional arrangements can also be strengthened through minor adjustments to existing structures, restructuring of agencies (including expansion of responsibility, upgrading of the agency), creation of new agencies, and improvements in the process of policy formulation.

38. For the planning process to have a meaningful impact, it requires an institutionalised arrangement that allows for cross-sectoral coordination and thus for ensuring that environmental, economic and social issues are considered in all aspects of sustainable national development. It may be necessary to improve legislative, administrative and institutional structures to develop and implement sustainable development strategies, policies and plans and mainstream sustainable development concerns into overall policy development.

39. Recognising that the national plan is not solely an economic document, links between environmental and social agencies and economic planning entities are necessary to allow:

- economic planners and advisers to develop a better understanding of environmental/social issues and the role these play in economic development.

- social and environmental planners and advisers to develop a better understanding of economic issues and to be able to present their sectoral issues in economic terms, including through the provision of appropriate data;

- dialogue on budgetary issues concerning the environment/social welfare. These links are vital for advocating increased budgetary allocations for these issues.
40. Additionally important is the profile given to national planning through the institutional arrangements for its management. A high profile coordination point works to demonstrate Government commitment to the plan and its implementation. Key to successful implementation is the development of ownership.

41. To best achieve both policy integration and ownership, planning coordination needs to be given a sufficiently central focus within government, for example through its location in the Office of the President or Prime Minister or most certainly with Cabinet representation. Frequently within the Pacific the planning coordination point is within a planning ministry, department or unit which is closely linked to Treasury/Finance department. In this case it is essential to create institutional mechanisms for cross-Ministry coordination. Some examples of coordination mechanisms in use include:

- a national level planning commission or committee with emphasis also on sustainable development;
- a national level commission/committee specialised in sustainable development (for example the Sustainable Development Unit in the Prime Minister of the Cook Islands’ office); or
- planning units in each relevant sectoral ministry/department which coordinate with the Ministry of Planning.

42. When coordination mechanisms are put in place it is necessary to ensure the capacity of the mechanism to undertake the required tasks through:

- institutionalisation of the mechanism (especially when the mainstreaming of sustainable development is being driven from outside the traditional line agency structure);
- sufficient funding;
- sufficient human resource capacity, especially technical expertise, included in the institutional structure (the capacity to plan and the capacity to implement the plan are strongly inter-linked);
- authority to influence decision making (this is especially important when the mechanism has an advisory nature);
- representation necessary to examine issues knowledgeably – consideration may be given to expanding the mechanism beyond the public service to representatives of local government, the private sector, non-government organisations, academia, and the general public; and
- realistic setting of priorities, which must reflect the need to integrate the principles of sustainable development.

Consultative processes

43. Structured, broad-based participation of various public and private sector institutions and also of the civil society must be institutionalised in a transparent and
accountable manner for the effectiveness and continuity of the national plan’s
development and eventually its implementation.

44. It is the community who is effected by, or benefits from, any development
endeavour. So the community, through civil society representatives, should be allowed to
take an active part in its planning, decision-making, and implementation. Such
participation and consultation of the community helps to ensure actions taken at the
community level inform national, regional and international thinking, and that national
programs match community needs.

45. In so far as the implementation of the development plan is to be externally
supported, the participation of development partners becomes important. Indeed several
FICs have well-functioning “consultative group” meetings with development partners
that could be harnessed for this purpose.

46. The issue of urbanisation provides a practical example of the benefits of broad-
based consultation with all stakeholders. At the government level, stakeholders will
include national ministries responsible for urban planning, supply of infrastructure
services, job creation, environment, supply of health and education services, disaster
management, and social welfare, and at the local level, town council representatives.
From the non-state sector representatives of landowners, private sector suppliers of
housing and infrastructure services, relevant non-government organisations, and
representatives of the urban communities, including such groups as squatter settlers
should be involved. The involvement of these stakeholders will generate a balanced range
of opinions and contribute to the development of realistic objectives and practical
implementation plans. Their proactive and constructive involvement may require
assistance in identification of true representatives and capacity building.

47. Structured consultation means that the consultation has objectives that are clear to
all parties involved and forms part of a cyclical process involving feedback. There should
also be institutionalised channels for regular communication. Thus consultation should
promote the use of participatory planning processes and the development of partnerships
amongst government, civil society, the private sector and external institutions.

48. While consultation should aim towards consensus building and innovative
solutions to conflict, trade-offs may be needed, particularly in the short term, if the plan is
to be credible and effective. Trade-offs should be made transparent, and ideally be
accompanied by mitigation, compensation, training etc, so as to maintain broad-based
support for the integrity of consultative processes.

49. Traditional practices, political experiences and lack of understanding of each
other’s roles have bred distrust among government, the private sector and civil society. To
build and nurture the trust and mutual respect essential to productive consultation and
strong partnerships parties must decide to engage one another and invest time and effort
to achieve this. They must strive to level their expectations, perspectives, and paradigms
for approaching sustainable development. Civil society and the private sector must exert
effort to learn and appreciate the mainstream economic paradigm that guides and conditions government policies as well as the context within which government develops the national plan. Government must shed biases and keep open minds to alternatives offered by non-state actors in confronting development issues. All must strive to establish mechanisms for transparency and constructive discussions. The key is regular and open communication.

50. Community groups often struggle with limited recognition by government agencies, lack of a legitimate forum for their participation, lack of financial resources and training, communication problems, and an inability to coordinate their activities at the national and sub-national levels. In involving civil society in consultative processes government needs to act to ensure these limitations do not reduce the representative nature and effectiveness of civil society involvement. Government, which has greater command of, and access to, resources should look to provide financial support to civil society or, at the very least, provide the policy and institutional environment that would facilitate civil society access to resources, including information and effective networking.

51. Civil society must invest in internal capability building to strengthen its ability to partner with government on equal footing and undertake its tasks. It should be able to contribute knowledge, human resources, and whenever available, financial resources. The private sector can contribute in terms of physical, technological and financial resources. Among others, development partners can usefully invest in building capacities of both government and civil society, and in strengthening partnerships among them.

52. The participatory mechanisms used for involving non-government stakeholders in national plan development include sectoral working groups, plenary workshops, public consultation and public meetings of all scales, and circulation of the draft national plan at an early stage. In many FICs (including the Cook Islands, Federated States of Micronesia, Fiji, Nauru, Tuvalu and the Republic of the Marshall Islands) National Forums and Economic Summits have played an important role in the initial stages of national planning, especially in issue identification.

53. It is important to ensure a fit between the consultative mechanisms used, the stage of decision-making, and the scale of the stakeholders. One regional success story is the formal program of community consultation Samoa used in developing the 2002-04 Strategy for the Development of Samoa.

54. Consultation needs to be entered into with open eyes, as it is a time consuming and potentially costly process, which if well managed can provide strong benefits. As stakeholders have intertwined (and even conflicting) roles and interdependent relationships it is important to assess the quality of stakeholder participation and work to improve this. Table 1, below, presents some quality indicators for the consultation process.
Table 1: Assessing stakeholder participation in national planning processes

<table>
<thead>
<tr>
<th>Indicators</th>
<th>Positives</th>
<th>Negatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality of the planning</td>
<td>Improvement: Review of policies from various aspects increases the possibility of achieving the desired results and reduces the risk of failure</td>
<td>Misrepresentation: Some participants may not actually have any direct stake in the policy decision and may use the process for political ends</td>
</tr>
<tr>
<td>Wider Representation</td>
<td>Wider aspects: A diverse range of values and opinions come to the table which can improve problem solving</td>
<td>Distorted interest: Possible conflicts between individuals, groups and organisations undermining sustainable development. Government may be unwilling to consider abrogating their own power or control to industry or the public.</td>
</tr>
<tr>
<td>Relationships among stakeholders</td>
<td>Improved relationship with local community: Stakeholders participation provides government with a “licence to operate” in a given area, through the development of “partnership” with local communities</td>
<td>Distorted interest: Possible conflicts between individuals, groups and organisations undermining sustainable development.</td>
</tr>
<tr>
<td>Timing</td>
<td>Long-term benefit</td>
<td>Time consuming process: The more participants, the longer the process of decision making</td>
</tr>
<tr>
<td>Costs</td>
<td>Reduction of future risks: Reduced risk of serious confrontation, thereby minimising long-term project costs and delays</td>
<td>Financial and other resource costs of promoting the stakeholder participation: Expensive process (advertising, public presentations, etc) of getting the public and private enterprise to understand issues and actively participate in national planning processes. Negotiation skills are required to resolve conflicts of interest among different participants. Facilitation skills are required to prevent unbalanced representation by powerful interest groups</td>
</tr>
</tbody>
</table>

Source: adapted from [www.unescap.org/drpad/vc](http://www.unescap.org/drpad/vc).

**Achieving national ownership**

55. One of the common problems faced in national plan implementation is the insufficient internalisation of resultant strategies and the lack of whole-of-government commitment and loss of continuity as a result. The main reason for this is the fact that plans may have been inspired and driven by development partners, sectoral demands or technical institutions without the development of broad-based support. Without broad-based support, that is national ownership, a change of government, or even of Minister, may see the dropping of key elements of the existing national plan.

56. It is essential to create an enabling environment for planning which promotes ownership through:

- improved governance at national, sub-national and local level;
- demonstrated political and stakeholder commitment to the implementation of the national plan;
- sound leadership and a shared strategic and pragmatic vision;
- education to provide a wider community understanding of the issue of sustainable development;
- improved interagency cooperation and coordination on integration issues, including involving all levels of government;
- identification of specific areas needing capacity development and partnership formation to create and make use of existing capacity; and
- promotion of a more participatory and listening culture.

Integration of sustainable development

57. Integrating economic, social, and environment policies into national development plans has been a key challenge facing national planners. The integration of sustainable development principles is expected to allow the growth and poverty alleviation benefits of national plan implementation to be fully reaped.

58. Sustainable development principles need to be integrated right through the national plan – from the vision and objectives, through crosscutting issues and sectoral strategies, to the development of appropriate national targets and indicators for sustainable development, that can be incorporated into existing national data collection and reporting systems. Strategies for sustainable development should build upon and harmonise the various sectoral, economic, social and environmental policies and plans that are operating in the country.

59. There have been strong indications that effective integration has remained elusive in the Pacific. One reason may be that meshing, or indeed achieving a trade-off between, environmental goals with economic and social goals simply is not a clear priority in most nations. Another reason is the lack of understanding and appreciation of sustainable development as a concept (i.e. it has tended to be equated solely with protection of the environment). The process of developing ownership of the national plan – through consultation and coordination – can also develop a strengthened awareness of sustainable development and a practical understanding of the intricate inter-linkages between economic, environmental and social goals in small islands states.

60. But the greater reason is the lack of avenues for discussion, consensus and partnership among stakeholder groups. Given the opportunity and proper venue, stakeholders themselves will ensure that their respective concerns, perceptions and aspirations are considered, prioritised and balanced with those of the others in development of a national plan. The key element of success to such an exercise is the essence of partnership; that is a relationship of equal standing where each partner actively participates, puts in best efforts, seeks synergies and avoids overlap and duplication of efforts. Taking urbanisation as an example, the balance achieved in consultation between
environment ministries, town councils, private sector service suppliers and the urban communities themselves will promote the principles of sustainable development.

61. Coordination, as promoted through institutional arrangements, is also important in the process of integrating sustainable development principles into national planning due to the cross-sectoral nature of sustainable development. Samoa’s Planning and Urban Management Agency (PUMA) provides a practical example of an institutional framework that integrates sustainable development principles into urban planning and management. PUMA has consolidated authority for urban land use and environmental planning in four functional areas – developing plans and policies, regulating development, coordinating urban services, and disaster management. Its success is based on political commitment, good institutions, legislation, a strategic planning framework (which is locally appropriate), coordination mechanisms, and other support tools and mechanisms.

Identifying sources of funding

62. Mobilisation of sufficient financial resources is central to the effective implementation of the national plan. Currently some FICs lack an integrated planning framework that contains clear links and accountabilities, and indeed coherence, between the national budget (both recurrent and development where these are separated) and the national plan (and supporting sector-specific plans - such as economic reform programs, private sector development plans, tourism development plans, environment strategies). In a resource-constrained environment this can prove to be wasteful.

63. The link between the national plan and the annual budget allows government to look at what is feasible to be funded from national resources and then, where possible, to look for development assistance funding. In this respect it is vital that both capital and recurrent costs for programs and projects in support of the national plan are accurately reflected in the budget. In an environment of shrinking overseas development assistance funding, development partners are more critical when looking at sustainability of activities (including the recurrent costs as reflected in the budget) than before.

64. The effective implementation of the national plan requires that the annual budget format include:

- articulation of the relationship between projects and key strategic indicators in the plan, including annual performance indicators;
- approved total project cost including capital and recurrent budget contributions;
- multi-year funding information that identifies prior year expenditure, proposed expenditure in current year and forecast expenditure for the subsequent 2-3 years;
- clear reflection of which sub-national areas (if appropriate) are supported through ‘national’ projects;
- identification of specific project funding sources; and
• in cases where recurrent and development budgets remain separate efforts should be made to amalgamate these.

65. To attract the financial, human and technical resources needed, the national plan must be a logical and persuasive document providing strong rationale for its prioritisation of national development needs and development of implementation strategies. The persuasiveness of the document can be enhanced by presenting the tangible economic benefits of promoting sustainable development principles (including maintenance of traditional knowledge and practices, and tourism benefits) in a format and language/jargon understood by those making national budget decisions.

66. Identified funding for plan implementation provides demonstrated national commitment to its implementation. To identify domestic sources of funding for national development the national plan needs to both have clear links to budgetary processes and to highlight both recurrent and capital budget implications of its component elements. The plan can form a key complement to the budget documents. In turn the national plan can be supported by transparent budgeting processes which enable a clear understanding of the scale of resources allocated to particular issues and activities.

67. Demonstrated financial commitment to implementation of the national plan could also open up overseas development assistance opportunities. A strong national plan allows a move away from the situation where wish lists or shopping lists are taken to donors (as has been the case in the past with “Development Budgets”).

68. Additionally the timing selected for the development and life-cycle of a national plan should be married with the budget cycle. This allows financing decisions to be made as the plan is being finalised and thus the plan put into effect immediately upon its completion.

Implementation strategy

69. A national plan is much more than a policy document, as it provides a clear pathway towards the achievement of national development targets and goals. It is a document that is designed to be implemented and so its implementation strategy, and the monitoring of this (see below), is key in ensuring that the plan becomes action. The plan needs to be operationalised through a prioritised action plan, linked to the budget and supported through comprehensive reform programs as appropriate.

70. To enable implementation it is important that the political will to do so exists and the financial resources necessary have been identified. An action plan is integral to the strengthening of the relationship between the plan and the annual budget process.

71. Perhaps most important is that the planning process needs to be vertically integrated. A truly integrated planning process should be cyclic and link the various planning levels from ‘project’ to ‘global’ in a consistent, cohesive, flexible and
transparent framework. The test for such linkages should be that the planning level considered clearly relates at least to the planning levels above and below.

72. An integrated national plan must display a meeting of top-down and bottom-up approaches to planning. Reliance solely on top-down planning sees the vision being the sole driver of the plan and this can typically work against integration. Similarly reliance on bottom-up planning in its purest sense has been unsuccessful when the national plan is developed merely by an amalgam of individual development activities without any strong link to the national vision. Both these circumstances result in difficulties being encountered in implementation.

73. The implementation strategy provides a final step between national plans and action by realising priorities in the form of programs and projects. At the strategy level and at the project level the implementation strategy should identify and specify:

• lead and support Ministries in implementation and their roles, responsibilities and accountabilities;
• stakeholders/partners in implementation (such as specific non-state actors or committed development partners) and their roles, responsibilities and accountabilities;
• a timeline for implementation; and
• available financial and human resources and the sources of these.

74. In the implementation of projects arising from the national plan it is important that these go through the normal processes, including impact (social, environmental, cultural) assessment and risk assessment, and not be fast-tracked to avoid the controls that ensure the sustainability of projects.

**Monitoring and evaluation**

75. Effective implementation requires the follow-up and monitoring of what is happening, an understanding of what works and what does not, and the enactment of improvements to processes and activities. Monitoring is about improvement – rather than just proving the success of a plan. This promotes accountability for the expenditure of public resources. Monitoring and documenting changes and accordingly adjusting policies and priorities is an important aspect of monitoring and evaluation.

76. Monitoring and evaluation requires that the plan itself contains measurable indicators which can be used to gauge implementation progress and achievements. The indicators need to be relevant to the country and provide a real guide as to development progress. If well designed these indicators can perform multiple roles – including forming part of departmental annual reports, playing a role in public awareness raising, and internationally by providing information on progress against the MDGs, international conventions and so forth. Ideally these should be designed to promote continuous improvement, supporting performance-based incentive mechanisms.
77. These indicators are best established at the time of designing the national plan, making them entirely consistent with the national plan objectives. Indeed, a consideration of indicators can help to tighten the policy decisions being made through the planning process.

78. Successful monitoring also requires that responsibilities for monitoring be understood, and indeed responsibilities may be shared jointly between planning and sector departments. It is logical that the coordinating point for development of the plan also takes on the coordinating role in monitoring the plan. Furthermore, sector department capacity for plan monitoring (and other planning functions) can be variable. Consequently, the extent to which the planning department engages with sector departments in relation to plan monitoring should be calibrated in accordance with sector department capacity. Furthermore, consideration could be given to the use of multi-stakeholder groups in monitoring.

79. The progress in implementing the national plan, as shown by monitoring should also be made as widely available as possible. For example, Kiribati’s *National Development Strategies 2004-2007* indicates that “overall progress reports…will be published in the news media in Kiribati and on the Internet”. Such public access to information and feedback completes the cycle of consultation and awareness raising that should be part of national plan preparation and implementation.

80. Given the high profile of the national plan and the fact that it should reflect a whole of nation approach to development there needs to be consideration given to reporting to Parliament on its implementation progress. Annual or half-yearly reports (ideally tied to budget reporting) would enable Parliament to remain abreast of the progress with the national plan. More regular reporting may be required by Cabinet – perhaps quarterly – and the responsible Minister – perhaps monthly.

81. A vital tool in monitoring national plan implementation is the annual monitoring and review report of the budget made available to Parliament as the basis for setting the following year’s budget. This report should include coverage of:

- the performance of the development programme, based on the plan’s objectives and annual performance indicators;
- commentary on programme/project delivery, including any issues specific to sector or sub-national locality;
- issues of aid management and donor harmonisation; and
- specific recommendations for the future in terms of a refocus or redirection of funding.

82. For effective monitoring, systematic access to relevant economic, social and environmental data is required on a timely basis. In most FICs, such information tends to be dispersed among various government agencies, private institutions, research bodies and universities. There may be a need for a coordinated national system for the compilation and analysis of development data. The sharing of information between
agencies not only avoids duplication of tasks but also enhances the capacity of each agency to undertake their planning and management functions. The generation of data useful to monitoring the implementation of the national plan will require setting aside of financial resources to ensure adequate data collection, and the availability of skilled personnel to collect, interpret, analyse and report these data.

83. A further issue can be the suitability of such data for monitoring and evaluation purposes. For example, the environmental and social impacts of development policies may need to be expressed in monetary terms rather than in physical units that can be easily understood by economic policy makers.

Conclusion

84. A measure of success of the national plan is the degree of influence it has on resource allocation and the extent to which this reflects the developmental needs of society. The development gains made can be sustainable only if economic, social, and environmental strategies are made integral and coherent parts of development planning and policy making.

85. Many factors impact on the success of the implementation of the national plan and so need to be taken into consideration in a multipurpose planning framework, particularly:

- identifying problems;
- setting clear priorities and action;
- consultation and effective participation of various stakeholders; and
- creating conditions for implementation (including engendering national ownership and political will, and developing the necessary institutional setting and human and financial resources).

86. Above all national plans need to be realistic. For this to be the case they must be integrated; anchored in sound technical and economic analysis; coherent in budget, capacity and strategic priorities; focussed on outcomes; and have been developed through a broad-based participatory process that has developed strong national ownership.

87. Important in tackling improvements in national planning is that this should be done in priority elements of an achievable size. The scheduling, scaling and complexity of actions needs to take account of the stakeholders involved and their capacity and financial resources.

Pacific Islands Forum Secretariat, Rotorua
10 June 2004
MULTIPURPOSE FRAMEWORK TEMPLATE
FOR NATIONAL SUSTAINABLE DEVELOPMENT PLANS

The framework template for a multipurpose National Sustainable Development Plan, presented below, is based on an assessment of national plans available to the Forum Secretariat, the template for National Assessment Reports to the BPOA+10 process, and international documentation on the integration of sustainable development principles into policy making.

2. Countries may also wish to consider the development of supporting documentation for the national plan. In particular a methodological manual of how the plan was developed – outlining the procedure used for consultation and identification of priorities etc. This is useful for the development of future plans and also, importantly, for process assessment and continuous improvement of process (albeit with necessarily less weight placed upon it than outcome/impact assessment).

3. In some cases methodological explanation currently forms part of the national plan itself. This tends to lengthen the national plan and distract from the true focus of the plan – which is the setting forth of a medium term development path. Additionally when procedures and methodology are incorporated into the plan it is often in an abbreviated form which reduces its usefulness as a guide to the development and improvement of future planning processes.

4. Given the variation among countries, the model framework template, below, will need to be adjusted to suit country-specific needs.

TEMPLATE NATIONAL SUSTAINABLE DEVELOPMENT PLAN

A. VISION/GOAL

5. The Government’s vision for national development should be articulated in one sentence/phrase. The vision should provide the long-term direction driving the plan, and indeed all elements of the plan will be directed towards achieving this outcome. In this respect the vision is frequently the only truly political element of the plan. Some examples of ‘visions’ from FIC national plans include:

“Rebuilding confidence for stability and growth for a peaceful, prosperous Fiji”
(Fiji, Strategic Development Plan 2003-2005)

“Enhancing growth and ensuring its equitable distribution” (Kiribati, National Development Strategies 2004-2007)

“For every Samoan to enjoy an improved quality of life premised on a competitive economy with sustained economic growth, improved education,
enhanced health standards and strengthened cultural and traditional values” (Samoa, Strategy for the Development of Samoa 2002-2004)

“To become a country within an inter-dependent world, with an enhanced socio-economic self-reliance, an educated, healthy, productive, law-abiding and God-loving people in which individual freedom and fundamental human rights are protected and culture and traditions are respected and development and environmental sustainability are in harmony” (Republic of the Marshall Islands, Vision 2018)

B. SOCIO-ECONOMIC CONTEXT

6. This section of the plan reviews the state of development of the country and the challenges faced. It is key challenges amongst these that the plan will aim to address.

7. In setting out the context for the national plan it must be recognised that plans are rolling documents, and so some form of generalised assessment of the success of implementation of the previous plan is a useful context for the development of a new plan. This may be further detailed in an appendix (including through the presentation of measures of performance indicators).

8. This section should encompass:
   • Key Characteristics – the general national socio-economic characteristics including land area, geographic characteristics, population growth and density.
   • Key Challenges – the key national social, economic and environmental challenges and national constraints faced with respect to these challenges and their inter-linkages. This should also include emerging issues, including those impacting on the nation as a result of actions or events in the international or global arena, and ongoing/remaining issues from the previous plan.
   • National Framework for Sustainable Development – reflect any comprehensive national sustainable development policies as a basis for integration of these across the national plan.

C. KEY STRATEGIC OUTCOMES / OBJECTIVES

9. These should be a short, specific and realistic reflection of the mix of policies needed to overcome development challenges and achieve the vision. These also need to be very strategic and of high priority – thus it should not be an extensive listing, rather an identification of 5-10 priorities. Some examples drawn from national plans relate to core development issues such as:
   • Improving governance
   • Political stability
   • Stable macroeconomic framework
   • Economic growth
   • Raising public sector productivity/efficiency
   • Equipping people to manage change
   • Improved access to basic services
• Improve health standards
• Improve education standards
• Private sector growth / Employment creation
• Improve opportunities for tourism
• Enhance agricultural opportunities

• Increased standard of living / Reduced poverty
• Gender equity
• Equitable and cohesive society / Fair distribution
• A clean environment

10. The chosen objectives will provide the headings for detailed discussion under section D, “Key Strategies”. This creates a more integrated, logical and cohesive plan. This issues-based approach also provides a plan structure which implicitly incorporates the principles of sustainable development, something that a sector based approach to national planning does not necessarily promote.

D. KEY POLICY AREAS/STRATEGIES AND PRIORITIES

11. This section takes the objectives from section C and teases out the specific issues needing to be addressed in meeting the objectives. In identifying how these objectives are to be best met it is important to consider the role played by both cross-sectoral strategies and sectoral strategies in their achievement.

12. Cross-sectoral strategies/policies that can be considered in relation to objectives, include:
• Financing and investment
• Capacity building and co-ordination
• Governance
• Environmental protection & remediation
• Millennium Development Goals

• Stable institutions
• Population Issues
• Unemployment
• Social equity
• Urban development

13. Sectoral strategies/policies that can be considered in relation to objectives, and indeed in relation to each other, include:
• Agriculture incl. quarantine services
• Fisheries incl. aquaculture
• Coastal and marine biodiversity
• Land incl. geology & mineral extraction
• Investment, trade, business development
• Climate change and sea-level rise

• National and environmental disasters
• Management of wastes and sanitation services
• Meteorological services
• Transportation (land / sea / air)
• Infrastructure development (incl energy and water)
• Tourism
• Private sector development
• Education
• Health
• Police incl. law and order
• Immigration services
• Productivity of the public service

E. IMPLEMENTATION STRATEGY

14. This can be a tabular presentation of medium-term public sector investment and capacity building programmes and projects consistent with, and supportive of, each of the identified development objectives (section C) and its elements (section D).

15. For each issue highlighted in section D there may be a number of actions (in the form of projects/programmes) that would need to be implemented by various areas of the public sector (including with the involvement of non-state actors).

16. For each programme/project the lead/coordinating departmental responsibility should be identified, key stakeholders in implementation noted, a timeline specified (including key milestones), resources allocated, and performance indicators set down. This allows transparent (ideally publicly available) monitoring of implementation.

17. This section should have clear links to the national budget and departmental annual reports/ministry operational plans/corporate plans. The latter can provide for further technical details and detailed plans of individual project/programme implementation. Well-designed performance indicators can also serve multiple purposes, for example these can provide information as the basis for MDG reporting.

Diagrammatic presentation of the template

(adapted from Fiji, Strategic Development Plan 2003-2005)
Preamble

A regional workshop was convened in Nadi, Fiji Islands, on 1-4 December 2003, under the auspices of UNESCAP through its Pacific Operations Centre, with support from UNDP-TUGI, UN-HABITAT and the Pacific Islands Forum Secretariat. The workshop had the objective of assisting Pacific island countries in developing a plan of action – a Pacific Urban Agenda - to manage the transition from predominantly rural societies to urban societies. This was seen as a critical element in contributing to addressing the Millennium Development Goals (MDGs) in the Pacific region, and in this context, of dealing with poverty issues.

2. The outcomes of the workshop are intended for consideration by the meeting of the UN-ESCAP Special Body on Pacific Developing States, in Shanghai, China, in April 2004 and by the Forum Economic Ministers Meeting in Rotorua, New Zealand in June 2004. Through this process of regional endorsement it is intended to generate national commitments and the support of regional organisations and development partners for its implementation.

3. Hon. Mataiasi Ragigia, Minister of Local Government, Fiji, opened the workshop and Mr Balram Kistaiya, His Worship the Mayor of Nadi Town, gave the welcoming remarks. Representatives from the Cook Islands, Fiji, Kiribati, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu attended the workshop. Also participating were representatives from the Asian Development Bank (ADB), Commonwealth Local Government Forum (CLGF), Fiji Council of Social Services (FCSS), Fiji Local Government Association (FLGA), the Foundation for the Peoples of the South Pacific International (FPPI), Habitat for Humanity, Pacific Islands Forum Secretariat (PIFS), Pacific Network of Planners, the South Pacific Applied Geosciences Commission (SOPAC), UNESCAP and its Pacific Operations Centre (UN-EPOC), UN-HABITAT, UNDP-TUGI, and the University of the South Pacific (USP).

Regional and International Context

4. It was acknowledged that urban development in the Pacific tended to be shaped and influenced by a unique set of factors which include:
   • the need to cope with diversity;
   • problems of smallness and isolation;
   • the rural and outer island influence;
   • the traditional cultural order;
   • the legacy of a colonial era; and
   • politics and power – urban versus rural.
5. The workshop noted the Pacific is urbanising, indeed many Pacific nations are experiencing very high annual urban population growth rates, and by 2025 some are projected to have over half of their population living in urban areas. It was agreed this could not be stopped, but rather that government needed to act to improve the living standards of those in the urban areas. It was pointed out that:
  • the world is urbanising;
  • urban areas provide opportunities for economic and social development and mobility;
  • inter-generational considerations – for the children – are an important motivation.

6. It was accepted that there are limits to governments’ ability to constrain the urbanisation process. Indeed development of urban areas is as a result of a multitude of decisions at the levels of the public sector, private sector and civil society, and factors operating at the local, national and international levels. Consequently urbanising populations will seize economic opportunities, but need enabling conditions through sustainable access to:
  • land, housing and infrastructure,
  • social and economic services,
  • participatory decision making.

7. At the central government level there is a need to recognise the economic and development value of urbanisation through policies that will facilitate rather than frustrate the process. Urban areas can drive national economic growth through provision of labour and generation of capital as the focal points for investment, production and consumption. Urban areas also provide an opportunity for improved access to health and education services, as well as power, telecommunication, transport and water infrastructure through economies of scale in their provision.

8. However, the focus should not be only on urban issues, and certainly not at the cost of ignoring rural development. Indeed, the rural-urban interface, which is changing through improvements in communications and transport, should be recognised as a critical and mutually reinforcing element in national economic development, and considered in the formulation of development strategies. Furthermore poverty reduction as a single issue across both the rural and urban areas.

9. At the global level, the MDGs provide a relevant context for considering policies on urbanisation. Especially relevant are Goal 1 (poverty reduction) and Goal 7, target 11 (improving the lives of slum dwellers). The other key global mandate is the Habitat Agenda, that addresses two themes: “Adequate shelter for all” and Sustainable human settlements development in an urbanising world”. However, both need to be tailored to country circumstances and to be localised. This is particularly important for the Pacific, given its geographic character and the environmental issues. Key problem areas that should be addressed are:
  • the breakdown of traditional social structures without an alternative;
  • better urban management, and especially coordination between sectors and levels;
  • the issue of land – tenure, availability and cost;
  • poor integration of urban planning and economic development.
10. The workshop highlighted the need to develop partnerships to allow information sharing and collaboration in international fora, and to allow regional coordination towards better urban management so as to complement national efforts. Importantly, all stakeholders – community, private sector and government – need to be involved in achieving better urban areas. Partnerships can then facilitate financing of urban development and management.

11. Participants noted the apparent contradictory messages regarding recognition of local situations versus the promotion of the urbanisation process. Papua New Guinea, among others, still has a large rural population component and there is a need to recognise that the urbanisation process itself should be spread geographically. Thus ensuring a wide enough definition of ‘urban’ is a relevant issue.

12. Larger islands have opportunities for a hierarchy of settlements. This will provide a deeper integration of rural urban linkages.

Managing Informal Settlements

13. The increasing rural-urban shift has created a need to redefine social relationships. Key issues such as community empowerment, governance and sound management and can be promoted through the development of greater community cohesion, in the form of community associations, welfare associations, micro-finance groups, or credit unions. Self-help initiatives were seen to provide ownership and empowerment amongst the community.

14. Community involvement, and indeed their financial or in-kind contribution, has proved central to addressing problems in informal settlements. As well as individual projects – such as drainage, micro-credit availability, and housing – it was recognised that a holistic approach, whereby the community developed an all-encompassing action plan for their development, may provide a sustainable development solution. However, in both cases, support has to be provided to develop the capacity and organisation of the community to tackle its own problems.

15. While poverty was to be found in squatter settlements there were usually members of the household earning incomes, albeit small or insecure incomes. Nonetheless significant groups tended to have insufficient income to access basic services and provide for the household.

16. Squatters had no legal claim to the land on which they live and services were generally inadequate. This contributes to their inability to construct adequate shelter and meet basic food and other needs. The settlements were also frequently poorly located in terms of access to potable water and waste disposal leading to environmental degradation and resultant health impacts.

17. Fundamental to the problems faced by informal settlements are the failure of the housing and land markets as demonstrated by:
• the high cost of housing construction;
• the lack of affordable credit;
• the small amount of land available for urban housing;
• poor infrastructure services and the high costs of their establishment and maintenance;
• poor coordination of urban infrastructure planning within government;
• inappropriate regulations and standards; and
• politicisation of the ownership of, and access to, land.

18. The Fiji Ministry of Local Government gave a presentation on Fiji’s experience in managing squatter communities. He outlined the institutional and policy responses to the rapidly growing urban and squatter communities in Fiji.

19. Current institutional arrangements in the Pacific needed to be better suited to dealing with the problems of informal settlements, which require a policy response from local and national governments in partnership with communities and NGOs. Standards and policies need to be put in place and the institutional capacity needs to be coordinated – including through encouraging NGO and private sector involvement – to ensure implementation and enforcement of these.

20. Examples of attempts to formalise informal settlements were heard, although these are hampered by the lack of government funds, the high cost of supply of infrastructure, the tendency for new squatters to be attracted to settlements which are in the process of being formalised, and the politicisation of the issue due to the voting rights of the squatters. Non-government organisations were proving valuable partners for governments in their efforts to formalise informal settlements and ensure better quality housing and service provision.

Managing the Urban Environment

21. SOPAC highlighted the contribution their work through sharing their experiences in developing tools towards promoting local governance and sustainable development – in Islands System Management, Remote Sensing for Analysis and Planning of Housing Developments, Disaster Risk Management, and Comprehensive Hazard and Risk Management.

22. Planning and urban management have not traditionally been on the Pacific agenda. There are a number of reasons for this – urban governance is generally weak, under-resourced and under-skilled; policy development is ad hoc; day to day household survival is given priority; and planning is a non-traditional activity. For these reasons the many national reports that have been completed looking at urbanisation issues have tended to remain unimplemented.

23. Papua New Guinea outlined the July 2003 move by the Government in establishing a Ministerial Committee and National Consultative Committee on Urbanisation to address urbanisation issues. The urbanisation policy formulation will, for
the first time, consider a social policy (an Urban Social Charter) which basically provides for the rights of urban dwellers as well as their responsibilities. The existence of a committee of four Ministers focusing on urbanisation highlights the limited political will to address these concerns. The objective is to develop a national urbanisation policy/plan based on an accurate and current understanding of the urban situations in Papua New Guinea.

24. Central to promoting the varied elements of good urban management is the development of partnerships – with urban stakeholders, local and national government, civil society, private sector and regional and international organisations. These parties all can make important contributions to a “city consultation process”, identifying all considerations important to urban planning.

25. A practical example of the successful use of consultation and partnerships was given regarding the promotion of urban environmental governance in the Philippines which involved local government, NGOs, industry, academics, national government (which provided policy learning), and UN-Habitat (which shared tools and experiences). The process saw the use of new planning tools and techniques, and attitudinal changes to planning.

26. However, there can be constraints to partnerships which need to be overcome – development of trust, determination of a lead role, understanding of objectives, attitudes, and the desire for financial reward. Project support and demonstration projects can go some way to this, as can the specific recognition of potential gains and losses and identification of “champions”.

27. UN-Habitat presented an outline of the range of assistance they were providing to promote good urban management under the auspices of promoting “secure tenure” (including varying forms of tenure, negotiation of relocation, and supporting the rights of women to inherit land). The second area of emphasis has been “good urban governance”, which has involved promoting decentralisation, equity, efficiency, transparency and accountability, and security. A practical example of support to 40+ cities through the Sustainable Cities Programme (an alliance between UN-Habitat, ADB and World Bank) was also highlighted.

28. Samoa provided a practical example of the development of an institutional framework to integrate urban planning and management. This framework was specifically designed for the Pacific urban context and attempts to overcome the problems of ad hoc urban management, the mix of customary and freehold lands, (with differing access and control issues), and the lack of land taxes and limited user pays system which meant government has paid for most urban services.

29. The Samoan Planning and Urban Management Agency (PUMA) has consolidated authority for urban land use and environmental planning. It was developed following a consultative process which analysed needs and identified four functional areas - developing plans and policies, regulating development, coordinating urban services, and
disaster management. Its success is based on political commitment, good institutions, legislation, a strategic planning framework (which is locally appropriate), coordination mechanisms, and other support tools and mechanisms.

30. It was recognised that good urban management involves a strategic focus on priority issues, monitoring and evaluation of project outcomes and recognition of best practice. Sound urban policies also need to reflect any decentralisation policies and be consistent with rural development policies.

**Managing Urban Areas – Local and Urban Governance**

31. Efforts have been made to foster good governance within communities in an effort to create upward pressures for good governance more broadly. This has been done through NGO support in developing community action plans, district level and national level and through a Regional Governance Group of eminent people which lobbies for improvements in governance. Education, capacity building and community participation are important.

32. Rapid growth in informal settlement populations has posed a problem for urban governance. Community governance mapping has identified commonalities in urban community governance issues – insecurity (tenure, personal, and socio-economic) and weak community governance mechanisms (lack of traditional leaders and unity). Community governance systems and modern governance systems, and the links between them, are complex and poorly understood/misunderstood and there are access difficulties that need to be overcome.

33. The challenge is to effectively articulate and integrate traditional governance systems, and traditional social capital, into the modern governance context. This empowerment can be promoted through constructively building partnerships between communities and other stakeholders.

34. The Fiji Local Government Association outlined the process by which corporate plans were developed for selective local government areas in the Fiji Islands with the assistance of EPOC. It was recognised that local Governments are the key change agents being the closest tier of government to the community, thus being potentially aware of current needs and concerns of the people.

35. Two corporate planning approaches were considered, both of which were participatory and involved all stakeholders over a 3-phase approach spanning 2 plus years.

- The first approach looked at change in the light of expected future on the basis of the current situation, assuming a proactive role of the town council in shaping to some extent this future and path to it.
- The second approach planned change from the perspective of the current situation, stressing inputs, processes and outputs, assuming a permanence of the mission with little deviation from existing goals.
36. The lessons learned from this corporate planning experience in Fiji Islands were identified as (i) corporate planning for local government should be carried out over a longer period of time (ii) methods and style of planning should be flexible and participatory (iii) the corporate plan should link local government plans and policies to national government, and (iv) look at opportunities for rationalisation and replication in other Pacific islands.

37. The Fiji Local Government Association has adopted a ‘White Paper’ on ‘Urban Development Policy for Fiji Islands’ which outlines the problems and challenges that the incorporated towns and urban areas in Fiji are currently facing including outstanding capital requirements. The White Paper is the synthesis of the corporate plans of the 12 cities and towns in Fiji Islands. Political will, the willingness of towns to respond positively, and the increase in poverty and squatter settlements, have all assisted in putting the needs of local government onto the agenda.

38. Financial resources available to local governments are limited. Local governments have many issues in common and through working together can strengthen their voice and attract greater funding – both from national governments and development partners.

39. User pays was noted as one way forward for local governments, potentially in concert with the private sector, to ensure the provision and upkeep of reliable urban services. However this needed to be managed in a transparent manner and in a way that was sensitive to the capacity of various groups to pay.

40. “City report cards” were presented as one of the tools to promote healthier cities through improved participation, increased understanding and appreciation of how city governance works, as well as more transparent processes and outcomes for city management and specifically urban governance. The report card is an approach used to assess the performance of the city in general and city administration specifically. There are 15 issue based report cards, developed by TUGI, as well as an overall report card for use by local authorities.

41. TUGI report cards are now playing a role in (i) developing public participation processes (ii) acting as a conduit for collecting data and monitoring of urban issues (iii) assisting in the planning and development of strategic policies to measure the effectiveness of local government and (iv) the building of trust amongst stakeholders and partners. A report card on the MDGs was distributed to the participants for their feedback.

Urban Security

42. Urbanisation is generating major human security issues in the Pacific that affect the social and economic performance of the national economy. Urban crime and violence is increasing and triggered by a number of factors, which have yet to be properly acknowledged. The “Safer Port Moresby” initiative is part of a global UN-Habitat technical assistance programme aimed at groups at risk, situational prevention and reform
of the criminal justice system for crime prevention. The objective of the Port Moresby project is to diagnose the current law and order situation and produce an action plan to ensure a safer Port Moresby urban area to be implemented in a follow-up phase of support. The key findings indicate there is high tolerance of crime, including a high prevalence of physical violence in the home.

43. The “Safer Port Moresby Initiative” provides one model for addressing these problems. It works through existing institutions and processes to analyse insecurity and to seek broad community support for systematic intervention. It is intended that the “coalition for security” will sign an urban pact at their City Consultation in March 2004.

Urban Development - Issues and Opportunities

44. The ADB provided an overview of the urban development sector issues and priorities in the Pacific including outlining the role of the ADB and its overarching goal, that is, poverty reduction. Key issues that ADB noted form this meeting and dialogue forums include land tenure, formal land development, housing, economic efficiency, rural urban linkages, institutional and regulatory frameworks, and governance. Partners include Governments, private sector, NGO’s and regional organisations. ADB provides assistance through loans and technical assistance.

45. The ADB noted five key steps to develop a coherent sector strategy; (i) decide priorities (ii) provide sector overviews (iii) focus on participatory design (iv) focus on finance and cost recovery options and (v) provide incentives and policy consistency to Governments and other partners. These steps should be undertaken in consideration of above issues and others identified during the workshop.

Pacific Network of Planners

46. The workshop was advised of the recently established Pacific Network of Planners, created at the Pacific Regional Forum organised by the Commonwealth of Association of Planners (CAP) in Brisbane, Australia. The forum focused on the urban and rural planning needs and issues in Pacific Islands. The declaration from the CAP forum was tabled at the workshop, with key resolutions on establishing a formal planners network, disseminating information, promoting training and education, and expanding the use of volunteers.

Country reports

47. Country reports were heard from Cook Islands, Fiji, Kiribati, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu. These highlighted national priority urban issues and current and planned actions to address these.
Developing a Regional Strategy

48. The ‘Pacific Urban Agenda’ (attached at A) provides a conceptual approach, but it was accepted that one size does not fit all. The agenda sets forth key actions to move forward in the Pacific. It remains important that effective institutional arrangements are developed to build capacities.

49. In developing the Pacific Urban Agenda, the workshop gave consideration to the constraints likely to be experienced in its implementation. Identification of constraints and, through directly addressing them in the Agenda, creating an environment conducive to implementation, is vital to ensuring its effective implementation.

50. The development and maintenance of political will, as well as community participation and commitment, to address urban priority issues was considered essential and the development of the Pacific Urban Agenda is the first step in this.

51. Finally, the lack of resources and technical skills was seen as potential impediments to implementation of the Pacific Urban Agenda. Seeking the development of supportive and trusting partnerships amongst domestic stakeholders (including national and local governments, community representatives, landowners, women, NGOs and CBOs, and the private sector) in urban issues and regional and international organisations and development partners (including members of the Council of Regional Organisations in the Pacific, Asian Development Bank, and UN agencies) could act to provide these financial and human resources.

Nadi, Fiji Islands
4 December 2003
## Pacific Urban Agenda

### Attachment A to Annex 2

<table>
<thead>
<tr>
<th>Priority Theme</th>
<th>Appropriate actions</th>
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<tr>
<td><strong>Access to Serviced Shelter</strong></td>
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<td><strong>Issues</strong></td>
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</tbody>
</table>
| 1. Housing Policy               | - Involve input from the community using the ‘bottom up’ approach  
- Use participatory assessment in assessing needs eg gender and equality issues, and provide training to develop skilled facilitators  
- Establish squatter (community) councils and local planning boards  
- Clarify role of all stakeholders (government, civil society, communities, private sector) so institutions are effective in addressing issues and concerns  
- Develop strategies and policies to resolve the major issues of:  
  * land use zoning and standards, security  
  * integrated urban and rural housing development  
  * self help and services schemes  
  * housing finance, grants and subsidies  
- Ensure adequate land supply                                                                                                                                                         |
| 2. Land tenure and land management | - Assess information on land tenure and land management issues – identify Pacific experiences and past proposals for land reform  
- Establish consultative mechanism for review of land tenure and management including conflict resolution measures for land disputes and other key issues including land inheritance by women  
- Raise awareness and build consensus with landowners and other key stakeholders including the need for security of tenure  
- Identify options for land owners to achieve greater recognition and involvement in land management  
- Involve urban land owners in the process of service provision                                                                                                                                 |
| 2. Land tenure and land management (continued) | - Increase the role of land owners in urban planning and development process including land use planning  
- Streamline the urban development process including ‘fast tracking’ land leases and improved interagency urban infrastructure coordination  
- Make information on land available (e.g. mapping and landownership data) and accessible – central information (‘one stop’ shop) using up to date technology  
- Make land markets efficient and affordable including an adequate supply of land for all market segments  
- Encourage land registration and titling of customary lands where appropriate                                                                                                                                 |
| 3. Housing markets               | - Recognize the range of housing suppliers (including the private sector; NGOs; public rental agencies; squatters; welfare agencies; government housing schemes; land owners) and facilitate their provision to meet growing demand  
- Review and rationalize institutional framework and arrangements                                                                                                                                 |
| 4. Building Codes                | - Investigate the possibility of more flexible and appropriate building codes.                                                                                                                                              |
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| 1. Provision of Infrastructure | - Develop flexible and consistent planning and design standards  
- Undertake cost recovery  
- Undertake assessment of infrastructure needs at varying levels  
- Promote coordination amongst planning agencies and service providers  
- Prioritize infrastructure needs (e.g., replacement, operations and maintenance, future expansion plans)  
- Evaluate policy directions for financing (e.g. cost recovery, user pays, affordability, phased introduction of tariff structures, etc)  
- Ensure accessibility to all support services (health, schools, recreation, shopping centres, etc)  
- Finance sourcing (e.g. operations and maintenance, capital works etc). |
| 2. Integrate environmental and disaster management into urban planning and management | - Assess urban environmental issues including fire risk, coastal hazards and key sources of pollution  
- Identify partner agencies, community and private sector partners, agree committee mechanisms  
- Identify issues and detailed actions via consultations and coordination including ‘bottom up’ approach  
- Develop a national development plan – set objectives and preferred approaches  
- Raise awareness at all levels |
| 3. Public health | - Monitor public health and impacts of development – including communicable diseases (e.g. HIV AIDS), increasing air and noise pollution, environmental degradation |
| 4. Institutional and legislative framework | - Review institutional and legal frameworks for urban development including status of environmental impact assessment (EIA), land use planning, governance, health and building regulations  
- Rationalize institutional framework and legislative arrangements including mainstreaming EIA into planning and urban development process |

## Priority Theme 3

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| 1. Good Governance | - Improve urban representation, including adequate representation of women in the decision-making positions.  
- Seek greater transparency in the election of urban councils  
- Seek greater recognition and application of the principles of good governance, including consultation and participation with community groups, by all officials, politicians and institutions  
- Develop an understanding of roles and responsibilities of all parties in community consultation  
- Advocate a code of ethics for leaders |
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2. Urban Poverty
- Define and understand the dimensions of urban poverty (hardship)
- Develop strategies to deal with improving poverty levels such as access to service and security of land tenure
- Improve the gathering of base line information on the condition of the urban poor
- Improve the effectiveness of welfare and housing assistance to the needy
- Undertake awareness and education on the urban poverty needs, issues, concerns and measures to improve the quality of life of the urban poor

3. Employment
- Support initiatives, develop mechanisms and guidelines to enhance the informal economy including opportunities for employment, access to credit, micro financing and saving schemes, access to space (to sell and produce goods), promotion of cottage industries, development of linkages to the formal sector including the role of the private sector, civil society and local government
- Develop micro finance and savings schemes in both the formal and informal sectors
- Support NGO /CBO initiatives to provide (re) training and creation of financial support mechanisms e.g. trust funds
- Revise the education system to adapt its curriculum to market demands and to provide living skills.
- Improve the sensitivity of land use planning to the needs of business
- Create social support mechanism to encourage the “productive labour” inputs, esp. for women (e.g. child care centres)

4. Vulnerable groups
- Identify the most vulnerable groups such as street kids, women and disabled, and assess each group’s needs such as rehabilitation, counselling, education, employment, social welfare
- Empower vulnerable groups with skills and training including adult and vocational training
- Support and develop initiatives to strengthen support networks and communities especially in traditional settlements
- Focus on strengthening the effectiveness and key role of the family and household units

5. Personal security
- Initiate and support “community policing” and neighbourhood watch
- Empower and strengthen recognized community and traditional social support systems to support urban “security issues – work with and in the community structures.