

# *PACIFIC PROGRAMME FOR STRENGTHENING GOVERNANCE*

## *STRATEGIC FRAMEWORK 2006-2008*

### **Introduction**

This document provides information on the Pacific Programme for Strengthening Governance (PPSG), an aid delivery mechanism within New Zealand's official development assistance programme managed by NZAID, a semi-autonomous body within the Ministry of Foreign Affairs and Trade.

NZAID has a key geographical focus on New Zealand's immediate neighbourhood, the Pacific region. NZAID currently manages eleven core bilateral and six thematic programmes in the Pacific, with a total allocation of \$180 million per annum. Strengthening governance in the Pacific is one of four primary objectives of NZAID's Pacific Strategy. NZAID recognises good governance as a critical pre-condition to poverty elimination and sustainable development in the Pacific region. A country's progress towards achieving sustainable development goals depends to a considerable degree on the quality of government and the extent to which the capacities of civil society organisations are harnessed to work towards these goals.

For the purposes of its programmes NZAID's working definition of good governance is the exercise of economic, political and administrative authority to manage a country's affairs at all levels in a manner that is participatory, transparent and accountable. It is also effective and equitable and promotes the rule of law. Good governance ensures that political, social and economic priorities are based on broad consensus in society and the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources. It includes essential elements such as political accountability, reliable and equitable legal frameworks, respect for the rule of law and judicial independence, bureaucratic transparency, effective and efficient public sector management, participatory development and the promotion and protection of human rights.

All NZAID bilateral programme strategies in the Pacific incorporate objectives in strengthening governance and human rights, and most include projects that

specifically target governance. Bilateral programmes therefore represent the greatest area of investment by NZAID in furthering governance and enhancing security in the Pacific. However, some development outcomes can be best achieved by taking a regional approach that takes advantage of replication of the activities in many countries, economies of scale, draws in a large number of donors and provides opportunities for mutual learning by partners. Thematic programmes allow NZAID to engage with a wider range of partners, in particular multi-lateral organisations and regional and international non-governmental organisations, and to take advantage of the benefits offered by a regional approach.

The PPSG is one of six thematic programmes within NZAID's Pacific strategy. It is set within the context of NZAID's overarching policy and strategy framework and is based on universal human rights standards at all levels of society: national and provincial levels of government, NGOs, communities and the private sector, including government-owned companies and quasi-government agencies. The PPSG is designed to complement NZAID assistance at the bilateral level. The Strategic Framework is therefore developed from priorities set by Pacific partners for strengthening governance, with reference to the governance activities of NZAID's bilateral and other thematic programmes and NZAID's comparative advantage in the region.

From this assessment, NZAID has identified areas where the thematic programme can best add value. NZAID will be developing an agency Governance Policy over 2007-2008, involving comprehensive external consultation. The PPSG Strategic Framework therefore covers the period 2005-2008, at which point it will be reviewed in line the agency's Governance Policy.

## **Programme Goal**

**Improved governance at regional, national and local levels in the Pacific that supports poverty elimination and sustainable human development.**

## **Programme Outcomes and Objectives**

### **Enhanced access to justice for Pacific people**

|           |   |
|-----------|---|
| Objective | Build the capacity of judicial officers and court officers, and enhance judicial processes and systems. |
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### **Enhanced community safety and conflict prevention in Pacific nations**

- Objectives            Strengthen capabilities of government and communities in the prevention of family violence
- Enhance understanding of traditional and indigenous strategies for conflict resolution and prevention
- Strengthen capacity of governments and communities in conflict analysis, prevention and resolution

### **Increased participation of the poor in local, national and regional governance and development processes, including increased public access to information.**

- Objectives            Strengthen organisational capacity of civil society organisations at local, national and regional levels to engage in the development process
- Improve the enabling environment for civil society in Pacific countries by raising awareness of and strengthening the legislative and policy frameworks for civil society action, in particular freedom of and access to information, freedom of speech and freedom of association.

### **Promotion and protection of human rights at local, national and regional levels**

- Objectives            Strengthen capacity and raising awareness of communities and governments to promote and advance human rights.
- Strengthen regional and national capacities for the ratification, implementation, monitoring and reporting of human rights treaties

### **Enhanced Pacific Leadership at all levels of society to address poverty elimination**

- Objectives            Strengthen capacity of communities to create a demand for good leadership
- Strengthen organisational and institutional structures and contexts to support good leadership
- Enhance leadership qualities of those in (or likely to be in) leadership positions, increasing access to and coordination of Pacific-based initiatives for leadership development.

## Modalities

- Strategic partnerships with selected regional or sub-regional organisations/institutions.
- Multi-year programmes implemented in at least 2 or more Pacific countries, by organisations with proven capacity.
- Small grants fund for initiatives that contribute to conflict prevention, peace building, advancement of human rights, and strengthening civil society participation in development and governance processes.
- Pacific Leadership Development programme

## Guiding Principles

In addition to NZAID's overarching policy and operating principles outlined in Annex 1, particular attention will be given to ensuring initiatives supported under the PPSG emphasise the following elements:

- Partnerships with a wide variety of partners that are based on trust, openness, respect and mutual accountability
- Ownership by and full participation of all stakeholders affected by the initiative in decision-making and other processes
- Fostering of regional coordination and collaboration
- Integration of human rights, gender, environment and conflict prevention
- Donor co-ordination and harmonisation
- Partner alignment
- Focus on long term change and sustainability
- Focus on outcomes and aid effectiveness
- Continuous learning and improvement through monitoring and review, and dissemination of lessons.

## Scope

The Pacific Programme for Strengthening Governance will allocate funding to strengthen governance in developing countries in the Pacific and on a regional basis. Partners eligible for funding under the programme include:

- **Pacific country organisations or institutions**  
Applications will be considered from organisations of any Pacific country that are actively working in the Pacific at a local, national or regional level.
- **New Zealand, regional or international organisations or institutions**  
Applications will be considered from organisations that are active in the Pacific and/or demonstrate strong partnerships with Pacific partners. The activities should reflect the developmental needs of the partner countries or organisations, and focus on needs identified by the partner organisation or country.
- **Pacific inter-governmental and Pacific government agencies**  
Applications from inter-governmental organisations will be eligible for funding under the PPSG, but will be considered against NZAID's existing funding relationship with the organisation. Pacific governments may apply for funding to the PPSG for regional events/meetings that they are hosting on behalf of a regional network. Applications for any other activity from a Pacific government will be considered for PPSG funding only in exceptional circumstances where a strong rationale exists for not funding it bilaterally.

Projects supported through the PPSG must be consistent with NZAID's bilateral and thematic programme strategies and any country-specific applications are to be considered for funding through bilateral programmes in the first instance.

## **Explanation of the Modalities**

### **Strategic Partnerships**

Strategic Partnerships provide a mechanism for NZAID to achieve its development/governance/human rights outcomes through the development of long-term relationships. They emphasise activities of a regional or sub-regional, rather than national or local, nature. Strategic Partnerships under the PPSG will primarily take two forms - organisational and programmatic:

- Organisational - multi-year core and/or programme funding and strategic level engagement with selected regional or sub-regional organisations whose focus is primarily on objectives consistent with those of the PPSG. NZAID will take a proactive approach to identify possible new partnerships according to the availability of NZAID resources. NZAID will assess organisations against a series of criteria then enter into a discussion with the organisation to jointly develop the parameters and objectives of the partnership.
- Programmatic - multi-year funding arrangements for long-term projects, which focus on the priority objectives of the PPSG and are implemented in at least two or more countries. NZAID will take a proactive approach to identifying and, when appropriate, designing programmes for long-term support. NZAID will also consider proposals submitted by well-established organisations, including other donors, for a potential

programmatic strategic partnership. Organisations interested in pursuing a programmatic strategic partnership with NZAID should contact the PPSG Programme Manager for details.

### **Governance and Conflict Prevention fund**

The Governance and Conflict Prevention Fund allocates funding based on specific criteria and is open to applications from organisations working in the Pacific who are seeking support for their work in conflict prevention, human rights, gender equity, and civil society participation in governance. Projects should be regional or sub-regional in nature, or demonstrate clear regional benefits. Country-specific projects will be considered only in exceptional circumstances, where there exists a strong rationale for not allocating funding through the relevant NZAID bilateral programme. Projects must be no more than 2 years in duration, and implemented by organisations with proven capacity. The upper funding limit per project is NZ\$150,000. The application form, guidance on preparing a project proposal and a budget can be found on the NZAID website [www.nzaid.govt.nz](http://www.nzaid.govt.nz), obtained from any New Zealand High Commission or Embassy or by emailing [enquiries@nzaid.govt.nz](mailto:enquiries@nzaid.govt.nz).

### **Pacific Leadership Development Programme**

In 2004 NZAID established the Pacific Leadership Development Programme (PLDP) as a means for enhancing NZAID's contribution to leadership development in the Pacific. A strategy and implementation plan for the programme was developed during 2005. The strategy and details for accessing funding from the PLDP can be found on the NZAID website [www.nzaid.govt.nz](http://www.nzaid.govt.nz), obtained from any New Zealand High Commission or Embassy or by emailing [enquiries@nzaid.govt.nz](mailto:enquiries@nzaid.govt.nz).

### **Monitoring and Evaluation of the Programme**

NZAID recognises the critical importance of monitoring and evaluation for quality assurance and achieving excellence in aid delivery. As part of NZAID's on-going strategy to assess the outcomes and impacts of New Zealand's development assistance all initiatives supported under the PPSG incorporate monitoring and evaluation processes. A framework for monitoring and evaluating the PPSG as a whole will be developed over the 2005/06 year, to enable NZAID to assess progress against the objectives of the programme and inform future directions.

## **Review of the Strategic Framework**

During 2007/08, NZAID will be developing its agency Governance Policy. The PPSG Strategic Framework will be reviewed in 2008, to assess progress to date, continued validity and relevance of the objectives, focal areas and strategies, and consistency with the NZAID Governance Policy. A Strategy for 2008-2011 will be developed, based on the findings of the review.

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## **SUMMARY OF NZAID STRATEGIC OUTCOMES AND OPERATING PRINCIPLES RELEVANT TO THE PACIFIC PROGRAMME FOR STRENGTHENING GOVERNANCE**

NZAID concentrates its development assistance on activities that contribute to poverty elimination by: creating safe, just and inclusive societies; fulfilling basic needs; and achieving environmental sustainability and sustainable livelihoods.

NZAID pursues its development objectives in the context of New Zealand's obligations to protect and promote the achievement of human rights as recognised by international instruments, standards and principles.

NZAID supports a range of activities which help to create safe, just and inclusive societies. Examples include:

- governance and participation
- gender equality and gender equity
- economic and social development
- community development
- civil society development
- conflict prevention and resolution and post-conflict support.

NZAID's Policy Statement notes that programmes and activities are guided by the following Operating Principles:

- Protecting and promoting human rights

NZAID is committed to protecting and promoting fundamental human rights – civil, political, economic, social and cultural – as set out in the Universal Declaration of Human Rights and all the core international human rights instruments.

- Strategic approach to poverty elimination

NZAID seeks to be strategic and outcome-focused in its operations, ensuring that the poverty elimination focus is central to its partnership building, planning and implementation activities.

- Sustainability

NZAID is committed to assessing and supporting the sustainability of development outcomes as set out by the 1992 Agenda 21 and, in the context of NZAID's Pacific focus, the 1994 Barbados Plan of Action.

- Equity

NZAID is committed to achieving equitable development benefits for women and men, girls and boys.

- Partnerships

NZAID recognises that sustainable development is achieved only through effective partnerships Ñ with a wide variety of partners Ñ that are based on trust, openness, respect and mutual accountability.

- Participation

NZAID encourages the right of women and men, girls and boys to participate in decision-making and other processes that affect their lives. It is committed to greater participation of all people in the self-identification of the causes and consequences of poverty and the means of eliminating it.

- Coordination

NZAID believes that donors must coordinate their development assistance in ways that allow developing nations to own, control and achieve their development goals.

- Access and accountability

In its activities NZAID will encourage ease of partner access and promote mutual accountability.