



***PACIFIC ISLANDS FORUM SECRETARIAT***

*Excelling Together for the People of the Pacific*

## **POLITICAL GOVERNANCE AND SECURITY**

### **PROGRAMME STRATEGIC PLAN**

**2009 - 2011**

**(Revised 2010)**



## **The Leaders' Vision**

Leaders believe the Pacific region can, should and will be a region of peace, harmony, security and economic prosperity, so that all of its people can lead free and worthwhile lives.

We treasure the diversity of the Pacific and seek a future in which its cultures, traditions and religious beliefs are valued, honoured and developed.

We seek a Pacific region that is respected for the quality of its governance, the sustainable management of its resources, the full observance of democratic values and for its defence and promotion of human rights.

We seek partnerships with our neighbours and beyond to develop our knowledge, to improve our communications and to ensure a sustainable economic existence for all.

*The Pacific Plan*



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## **1. Introduction**

The Political Governance and Security Programme aims to give effect to the desire of our Leaders and members for a secure and well-governed region.

The principal focus of the Programme is the promotion and development of an understanding of the strategic elements of regional security and political integrity in the region, and the use of this expertise to assist our members in appropriate national, subregional and regional responses to their key security and governance challenges. The Programme does this through the provision of high quality, strategic policy advice, coordination and implementation of assistance to members on governance, political, legal and security issues including law enforcement cooperation.

The Political Governance and Security Programme is mandated primarily through the Leaders' communiqués and the Forum Regional Security Committee's decisions. The Programme is also directed when required by mandates from ad hoc meetings of Forum Foreign Affairs Ministers and relevant decisions of the Forum Secretariat's governing body, the Forum Officials Committee.

This strategic plan sets out the goals and objectives of the Programme, and provides a framework for Programme activities from 2009 to 2011. It will serve as a guide for the Programme's work planning, management, monitoring, evaluation and reporting over the next three years.

## **2. Pacific Context and Challenges**

The Pacific Plan identified security and good governance as two of the four key goals of the Forum. These require improved political and social conditions and mechanisms for stability, safety and inclusive governance in the region. The challenge is to develop and strengthen harmonised regional approaches whilst respecting the sovereignty of member countries in an environment where key Forum security and governance principles and values are at direct risk.

Security and good governance are essential prerequisites to enable sustainable development and economic growth. Human rights are also a necessary foundation of the Leaders' four key priorities, particularly good governance.

The Pacific regional security environment is increasingly complex and diverse. The region has to contend with increasing transnational organised crime and is also confronted by the global security challenge of terrorism. Conflicts and crises threaten the stability of Pacific island countries, and their underlying causes have been increasingly linked to broader human security concerns. Governance challenges and limited legal and law enforcement capacity are additional hurdles.



The region has experienced an increase in transnational criminal activity. Globalisation, improved communications and information technologies, greater mobility of people, goods and services, and the emergence of the globalised economy has shifted criminal activity from its traditional domestic base. Consequently the Pacific region has been targeted for the illegal movement of people and goods, illicit financial transactions, and as a base of operations for criminal organisations and entities. Terrorist entities may also exploit the Pacific security environment to support terrorist activity in the wider international community.

The Pacific region has seen instances of violent conflict, civil unrest, and political crises. These have had serious consequences for internal stability and sustainable development in a number of Pacific island countries. In addition, the impact of conflicts and crises can reverberate across the region. There are overlaps between the issues that underlie conflicts and crises in the region and human security concerns, such as socio-economic disparities, land disputes and challenges to good governance.

Governance challenges include enhancing the transparency of political and economic processes, effective management of the region's natural resources, strengthening accountability and managing increasing demands on limited human and fiscal resources in public institutions, and the protection of human rights. Acceptance of the concept of human rights and their applicability to the region remains a vexed issue for some governments.

There is a need and an opportunity for assistance at the regional level to support national institutions in both the law and justice sector and broader governance and accountability mechanisms. There is also a regional role in working with security and governance institutions and officials to explore deeper cooperation and integration at the subregional and regional level that will assist in ensuring effective sustainable governance.

### **3. The Programme's Response**

The Political Governance and Security Programme, in consultation with members, identifies challenges to the stability and safety of members and the region, and provides policy advice and technical assistance (both coordination and selective direct assistance) to respond to the challenges. Integral to the Programme's response is the promotion of the principles and practices of good governance across all levels and sectors in the region; and the pursuit of strengthened regional cooperation and integration. With some key Forum principles being contested, the programme needs to prioritise and focus its efforts on maintaining regional solidarity and countering the negative impacts of examples of militarization, increasing authoritarianism and abuse of power, poor governance and the erosion of human rights standards in the region.

In response to the complex regional security and governance environment the focus of the Programme is to increase understanding of the strategic elements of regional security and political integrity in the region, and use this expertise to assist our members in appropriate national, subregional and regional



responses to their key security and governance challenges. The Programme does this through the provision of high quality policy advice as well as coordination and implementation of assistance to members on governance, political, legal, and security issues including law enforcement cooperation.

The annual meeting of the Forum Regional Security Committee is the principal forum for setting a regional security agenda and identifying priorities for enhancing the capacity of members to respond to internal and external security threats.

In relation to transnational security, the Programme assesses the nature and level of transnational criminal activity in the Pacific and provides an annual analysis of this activity to inform members. The Programme also works closely with the region's specialist law enforcement and border agencies and together they support joint activities, capacity building initiatives, and agency specific projects to address regional law enforcement and security challenges.

The Programme works to strengthen the region's response on security related matters by assisting members to develop and implement legislative frameworks which are practical and consistent, bearing in mind relevant regional and international obligations.

The Programme also provides advice and support to members on global security and disarmament issues, including the ratification and implementation of global security treaties (in partnership with organisations dedicated to such issues); and advocacy with the broader international community on identified security priorities such as nuclear liability and non-proliferation.

Under the Biketawa Declaration, which was adopted by Forum Leaders in 2000, the Programme has developed a series of responses to conflicts and crises in the Pacific. The Declaration provided the framework for the Regional Assistance Mission to Solomon Islands (RAMSI) and the Programme supports the regional oversight and review mechanisms of RAMSI. The Programme is also actively involved in supporting the implementation of the Biketawa Declaration in other member countries facing political crises or instability.

The Programme further advises and coordinates assistance in conflict prevention, together with the UNDP Pacific Centre, under a Framework for Human Security and Conflict Prevention endorsed by Forum members. Conflict prevention centres on three elements: ensuring underlying causes are being addressed; enhancing the monitoring of potential conflict escalation; and strengthening existing conflict resolution capacities in Forum island countries.

In relation to good governance, the Programme works to strengthen the region through supporting institutions and processes that ensure transparency, accountability and equity. This includes working with members on approaches to deepen regional cooperation and integration between institutions of governance, law and justice and human rights under the *Pacific Plan*. With regard to human rights, the focus of the Programme, together with key partners, is on assisting members to consider appropriate forms of national



human rights institutions and the added value of ratification of core human right treaties, and explore regional human rights mechanisms.

The Programme will continue its work to support the enhancement of democracy in member countries, including through electoral observation and capacity building. The Programme also remains committed to working with development partners and senior legal officials in Forum island countries to ensure sustainable legislative drafting capacity in the region.

Finally, as the home of the Secretariat's expertise on regional politics, security and international law, the Programme provides advice and assistance to the Executive, other programmes and key partners as required, on political and international legal elements or ramifications of their work. This includes management of the Forum Leaders' Meeting and other high level summits. The Programme also ensures that the Secretariat fulfils its obligations under international law, including as Depository of nine regional treaties.

#### **4. Priorities**

To encourage collective immediate and sustained actions to respond to security issues and challenges including transnational organised crime and terrorism;

To encourage political stability of member governments including through conflict prevention and response;

To promote good governance, particularly to strengthen participatory democracy, integrity institutions and legal frameworks;

To promote human rights in the region including through the establishment of appropriate national and regional mechanisms.

#### **5. Goal**

To support members achieve improved regional security and political integrity through the provision of high quality advice, coordination and implementation assistance and the promotion of key Forum principles of good governance, human rights and enhancing human security through conflict prevention.

#### **6. Objectives**

To provide high quality policy advice, coordination and implementation assistance, including with partners in and beyond the region: in support of members' security and governance priorities; and to strengthen regional cooperation and integration in regional legal frameworks and institutions of governance.



## 7. Outputs and Key Performance Indicators

### COMPONENT 1: POLITICAL GOVERNANCE

**Output 1.1: Provide relevant high quality policy advice, coordination and implementation assistance for regional political governance including crisis responses and conflict prevention.**

The main activities, key performance indicators and means of verification<sup>1</sup> over the planning period will include:

	<b>Activities</b>	<b>Key Performance Indicators</b>	<b>Means of Verification</b>
1.1.1	Management of Leaders' meetings and high level summits.	Well run successful meetings with substantive outcomes on the region's priorities.	Outcomes documents and feedback from key stakeholders.
1.1.2	Responses Under the Biketawa Declaration including through: <ul style="list-style-type: none"> <li>• monitoring and analyses of political security in the region; and</li> <li>• good offices role of the Secretary General; and</li> <li>• country specific initiatives.</li> </ul>	High level reporting and briefs provided for senior management and key stakeholders on political developments throughout the region relevant to the Biketawa Declaration which may activate the good offices role of the Secretary General.	Reports and briefing provided to senior management and key stakeholders in a timely manner.
1.1.3	Conflict Prevention and Resolution Capacity Strengthening: <ul style="list-style-type: none"> <li>• at national levels;</li> <li>• within the Forum Secretariat; and</li> <li>• within other CROP agencies.</li> </ul>	National and regional conflict prevention networks established and strengthened;  Increased conflict prevention and resolution training programmes; and  Policy advice explicitly states that conflict perspective is taken into account.	Stakeholder meetings and numbers of networks and members in networks;  Numbers of members' requests for and training undertaken; and  Proportion of governments and CROP agencies that have policy on conflict perspectives.
1.1.4	Advice and assistance to Executive, other programmes and key partners as required, on political and international legal elements of their work.	Timely and high quality advice provided as required.	Feedback on quality and timeliness of advice provided.

<sup>1</sup> A review of the key performance indicators and means of verification indicated that these need to be strengthened. Part of this work has now been superseded by the exercise to develop the 2012-2014 Programme Strategic Plans.



1.1.5	Promote better understanding and appreciation of the Secretariat's political governance priorities and activities among key regional and international parties.		
1.1.6	Engage in a meaningful policy dialogue with regional and international partners across the full range of political governance issues to identify appropriate, cost-effective and beneficial solutions.		

**Output 1.2: Provide relevant high quality policy advice, coordination and implementation assistance towards developing and promoting good governance, including strengthening regional integrity frameworks and institutions;**

The main activities, key performance indicators and means of verification over the planning period will include:

	<b>Activities</b>	<b>Key Performance Indicators</b>	<b>Means of Verification</b>
1.2.1	Implementation of <i>Pacific Plan</i> governance initiatives under section 12.1, 12.2, and 12.3.	Scoping studies or issues papers are completed for initiatives and taken to members for consideration;  Where appropriate, successful national, subregional or regional workshops or meetings are conducted to progress initiatives; and  Initiatives are progressed in line with the decisions of members.	Completed studies ;  Decisions of members e.g. PPAC and Leaders' outcomes;  Outcomes documents from relevant workshops/meetings; and  Progress on implementation e.g. new regional or subregional networks or institutions.
1.2.2	Implementation of <i>Pacific Plan</i> legal initiatives under section 12.9.	Scoping studies completed and taken back to members for consideration, subject to funding; and  Initiatives are progressed in line with the decisions of members.	Completed scoping studies;  Outcomes of PPAC and Leaders; and  New networks and/or institutions established in accordance with direction of members.
1.2.3	Conduct electoral	Successful observer	Observation reports;



	observation missions and related assistance in member countries as requested.	missions conducted with high quality reports produced; and  Recommendations of observer reports are followed up with countries as required.	Feedback from team members and observed country; and  Follow up assistance coordinated e.g. consultancies, reviews.
1.2.4	Manage the Secretary General's role as Depository of regional treaties.	Treaties register is up to date and accurate, and Depository functions fulfilled including UN registration of treaties; and  Assistance provided for treaty action by members as well as amendment processes etc, as required.	PIFS Treaties register;  UN Treaties database; and  Legally sound, well-drafted amendments, instruments etc.

**Output 1.3: Provide relevant high quality policy advice and coordination to promote human rights including encouraging the development of national human rights machinery.**

The main activities, key performance indicators and means of verification over the planning period will include:

	<b>Activities</b>	<b>Key Performance Indicators</b>	<b>Means of Verification</b>
1.3.1	Promoting human rights in member countries in conjunction with relevant human rights agencies.	Increased human rights dialogue, promotion, advocacy and education including grassroots level participation; and  Increased ratification of the core international human rights conventions.	Stakeholders' meetings; and  Numbers of countries ratifying international human rights conventions.
1.3.2	Encouraging development of human rights machinery, including at the regional level,	Political commitment to establish human rights machinery; and  Increased human rights fora and networks.	Leaders' commitment to establish human rights machinery including at the regional level recorded as a <i>Pacific Plan</i> priority;  Numbers of dedicated human rights stations/desks, national human rights offices;  New networks and/or institutions established in accordance with direction of members; and  Institutions, including



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			schools with human rights education programmes.
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## **COMPONENT 2: SECURITY**

**Output 2.1: Provide relevant high quality policy advice, coordination and implementation assistance for regional and international processes and fora on security issues and implementation of regional security declarations.**

The main activities, key performance indicators and means of verification over the planning period will include:

	<b>Activities</b>	<b>Key Performance Indicators</b>	<b>Means of Verification</b>
2.1.1	Identification of regional law enforcement security threats and responses.	Completion of comprehensive analyses identifying regional law enforcement security threats.	Annual Pacific Transnational Crime Assessment.
2.1.2	Strengthening regional law enforcement cooperation and integration.	Increased national law enforcement dialogue and information sharing	Agreed collaborative information sharing mechanisms; and  Stakeholder meetings and numbers of networks and members in networks.
2.1.3	Coordination and implementation of assistance to develop law enforcement capacity.	Increased national law enforcement training programmes; and  Increased coordination of donor support for training programmes which are relevant and appropriate.	Ability of law enforcement community to respond to security threats;  Analysis of training programmes completed; and  Donor collaboration meetings and content of programmes.
2.1.4	Provision of advice, advocacy and support on global disarmament and security issues of regional priority.	Timely and high quality advice and assistance provided as required.	Quality and timeliness of advice provided; and  Quality and accuracy of PIF engagement in relevant international fora.



**Output 2.2: Develop and promote consistent legal and administrative systems and frameworks for addressing regional security priorities.**

The main activities, key performance indicators and means of verification over the planning period will include:

	<b>Activities</b>	<b>Key Performance Indicators</b>	<b>Means of Verification</b>
2.2.1	Development and adaptation of high quality model laws governing regional security related matters.	Completion of model laws on areas as mandated by the Honiara and Nasonini Declarations and as required.	Adaptation and approval by the relevant FIC Government Minister, the Cabinet and the successful passage of the relevant Bill in the national Parliament.
2.2.2	Facilitating sustainable legislative capacity building in the region.	Increase in the number of FIC government legislative drafters; and  Development partners' support for training programmes for Forum island countries legislative drafters.	Increase in the numbers of candidates completing the relevant training programmes; and  Sustainable funding for training programmes for Forum island countries legislative drafters.
2.2.3	Rendering of high quality legislative drafting assistance to individual Forum island countries, as required.	Increase in the number of requests on matters required under the <i>Pacific Plan</i> or any other relevant regional or international instrument.	Approval and adoption of the legislative drafting assistance.
2.3.1	Promote better understanding and appreciation of the Secretariat's regional security priorities and activities among key regional and international partners.		
2.3.2	Engage in meaningful policy dialogue with regional and international partners across the range of regional security issues to identify appropriate, cost-effective and beneficial solutions.		

## **8. Partnerships**

The Political and Security Programme works with a broad range of key stakeholders, donors and partners. First and foremost amongst these are our member governments. We are also assisted by a range of donors and partners.



The Law Enforcement Unit works with key regional law enforcement organisations such as the Oceania Customs Organisation, Pacific Islands Chiefs of Police, Pacific Immigration Directors' Conference and the Secretariat of the Pacific Community Regional Maritime Programme as well as a number of international partners seeking to strengthen regional law enforcement and security. On global security issues the Programme also liaises as required with relevant international and UN bodies such as the Counter Terrorism Executive Directorate, the Office of Drugs and Crime, Department of Disarmament Affairs, the Comprehensive Test Ban Treaty Organisation, Organisation for the Prohibition of Chemical Weapons and the International Atomic Energy Agency.

The Commonwealth, the European Union and the UN Department of Political Affairs also cooperate with the Programme on broader political security issues.

In its promotion of regional legal cooperation, the Programme works closely with Attorneys-General, State Law and Crown Law offices in member countries, and maintains close relations with the Pacific Islands Law Officers' Network, the Pacific Judicial Conference, the USP Law School, the Pacific Islands Legal Information Institute (PACLII) and other regional legal networks and organisations.

The conflict prevention work of the Programme is being developed in close partnership with the UNDP Pacific Centre. The UNDP Pacific Centre is also a key partner in implementation of several of the governance initiatives under the *Pacific Plan* as well as the Commonwealth Secretariat, AusAID, Secretariat of the Pacific Community, Australian Commonwealth Ombudsman, Pacific Ombudsman Network, Commonwealth Local Government, Commonwealth Youth Programme, USP School of Governance and Development Studies, International Development Law Organisation, United Nations Development Fund for Women, Foundation of the Peoples of the South Pacific International, Commonwealth Human Rights Initiative, and Pacific Islands Association of Non Governmental Organisations. We have also built and continue to develop strong networks with regional elections offices and USP in support of our election observation and related work.

The Programme also works closely with the USP School of Governance and Development Studies on the development of regional diplomatic training which a number of diplomatic missions have expressed an interest in supporting.

Key partners in the promotion of human rights include the Regional Rights Resource Team, the New Zealand Human Rights Commission, the Asia Pacific Forum for Advancing Human Rights, the UNDP Pacific Centre and the Office of the UN High Commission for Human Rights, Regional Office for the Pacific.

In fulfilling the Secretary General's role as Depositary of nine regional treaties, the Programme has developed and maintains a working relationship with the UN Office of Legal Affairs for advice and support where needed. We also provide treaty services to the bodies responsible for implementation of the respective treaties e.g. the Forum Secretariat's Economic Governance



Programme, the Secretariat for the Pacific Regional Environment Programme, the Pacific Aviation Safety Office and the Pacific Forum Line.

## 9. Inputs

Details of the Political Governance and Security Programme's budget for 2009 are provided in the 2009 budget and work programme. Predictions for 2010 and 2011 will fund key activities consistent with the Programme's priorities, goal and objectives. The 2010 and 2011 indicative budgets take into account the transfer of the responsibility of the Pacific Anti-money Laundering Programme from the Secretariat to the United Nations Global Programme Against Money Laundering; more intense work on some of the Pacific Plan initiatives (specifically the development of regional legal infrastructure and anti-corruption frameworks); and transition to a coordination role in some areas of law enforcement. The indicative budgets also provide for additional resource to support the Programme's increasing workload in the area of political security.

Component	2009	2010	2011
1. Political Governance	2,876,236	3,647,000	3,367,000
2. Security	2,033,168	857,000	912,000
<b>Total</b>	<b>4,909,403</b>	<b>4,504,000</b>	<b>4,279,000</b>

## 10. Summary

This section provides a summary of the goals, objectives, components and outputs, with key performance indicators, and the means of verification of the results-based three-year work programme as follows:

Goal
To support members achieve improved regional security and political integrity through the provision of high quality advice, coordination and implementation assistance.
<b>Key Performance Indicator:</b> Improved regional security and political integrity.
<b>Means of Verification:</b> Members express sense of improved regional security; stronger integrity frameworks and institutions.

Objectives	Key Performance Indicators	Means of Verification
To provide high quality policy advice, coordination and implementation assistance in support of members' security and governance priorities.	Members' security and governance priorities assisted by the Programme's advice, and implementation assistance.	Members' evaluation.
To strengthen regional cooperation and integration in regional legal frameworks and institutions of governance.	Regional legal frameworks and institutions of governance strengthened.	Increase in the number of, and effectiveness of, regional legal frameworks and institutions of governance.



<b>Components and Outputs</b>	<b>Key Performance Indicators</b>	<b>Means of Verification</b>
<b>Component 1: Political Governance</b>		
1.1 Provide relevant high quality policy advice, coordination and implementation assistance for regional political governance including crisis responses and conflict prevention.	Relevant high quality policy advice, coordination and implementation assistance provided	Members' evaluation
1.2 Provide relevant high quality policy advice, coordination and implementation assistance towards developing and promoting good governance, including strengthening regional integrity frameworks and institutions.	Relevant high quality policy advice, coordination and implementation assistance provided;  Strengthened regional integrity frameworks and institutions; and  Strengthened quality of governance.	Members' evaluation;  Level of adoption of advice/assistance;  New or strengthened institutions/ frameworks; and  Level of members' demand for good governance advice.
1.3 Provide relevant high quality policy advice and coordination to promote human rights including encouraging the development of national human rights machinery.	Relevant high quality policy advice, coordination and implementation assistance provided and increased support for human rights	Members' evaluation;  Level of members' demand for human rights; and  National human rights machinery established.
<b>Component 2: Security</b>		
2.1. Provide relevant high quality policy advice, coordination and implementation assistance for regional and international processes and fora on security issues and implementation of regional security declarations.	Relevant high quality policy advice, coordination and implementation assistance provided  Timely implementation of priorities identified in Regional Security Declarations	Members' evaluation; and  Legislative frameworks and administrative systems.
2.2 Develop and promote consistent legal and administrative systems and frameworks for addressing regional security priorities.	Development of high quality legislative frameworks and administrative systems that are practical and cognisant of national, regional and international arrangements governing specific regional security issues.	Legislative frameworks and administrative systems established.