



PACIFIC RISK RESILIENCE PROGRAMME (PRRP) II

# PARTNER BRIEFING

UNITED NATIONS  
DEVELOPMENT PROGRAMME

NOVEMBER 2019

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## I. INTRODUCTION

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1. The UNDP Pacific Risk Resilience Programme team has undertaken a six-month inception for its second phase of programming. The inception activities included two “design shops” with a design and M&E expert, representatives from regional and UN agencies, donors and the programme team; country visits and interviews with partners from government, NGOs and multilateral agencies to test the proposed programme logic and theory of change; and comprehensive baseline assessments and political economy analyses at country, thematic (e.g. gender sensitive and inclusive development) and regional levels.
2. The purpose of this report is to provide a detailed briefing on the outcomes of this inception. It also provides findings and analysis relating to a series of decisions that need to be made across the programme partners. It should be read in conjunction with the UNDP Pacific Risk Resilience Programme (PRRP) II Project Document. Note that the name of the programme is still to be determined and PRRP II is being used as a place-holder until a decision is reached on this.

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## II. FUNDING AND BUDGET ALLOCATIONS

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3. The PRRP-II programme was designed and being implemented with funding support from four donor partners which include: Australian Department of Foreign Affairs and Trade (DFAT), Korea International Cooperation Agency (KOICA), the New Zealand Ministry of Foreign Affairs and Trade (MFAT) and Swedish International Development Cooperation Agenda (SIDA). DFAT had supported the original PRRP programme whilst SIDA funding support is a continuation from a four-year allocation starting from 2017.
  - **Project Management versus Implementation Costs:** the overall budget allocation for PRRP II is US\$19.2m. This is being allocated over a period from April 2019 to December 2023. The budget is allocated between project management costs (22%) and implementation costs (78%). Project management costs refer to management personnel, overheads, monitoring & evaluation, and general management fees. Implementation costs refer to all costs associated with achieving the three programme outcome areas. See Chart 1 for more detail.
  - **Breakdown by Donor allocations (Implementation costs):** the overall Implementation cost of 14.9mil (78%) is split between each outcome area as follows. Outcome 1 on integration of RID into domestic systems (48%), Outcome 2 on oversight & accountability (26%) and Outcome 3 on regional diffusion and research (28%). See Table 1 for detailed attribution by donor.
  - **Breakdown by Donor allocations (Project Management costs):** Project Management costs of \$4.3mil (22%) is distributed proportionally based on overall contributions: DFAT 38%; KOICA 39%; MFAT 20% and SIDA 3%. See Table 2 for more attribution by donor.
  - **Breakdown by Outcome, Output and Activities:** Attribution of costs across the Outputs/activities areas by donor partner is based on allocation of input costs over the following activities: 1.1.1 Planning (11%), 1.1.2 Budget (12%), 1.2.1 Sector/Community (21%), 1.2.2 Targeted Implementation (19%), 1.3 GSI direct (3%), 2.1.1 Parliament (3%), 2.1.2 Audit (3%), 2.2.1 CSOs (4%), 3.1.1 Networks (12%), and 3.2.1 Partnerships (12%). Table 3 summaries the attribution of budget for each donor across these outputs/activities.

CHART 1: ALLOCATION BY PROJECT MANAGEMENT (PM) AND IMPLEMENTATION (IMPL) COST

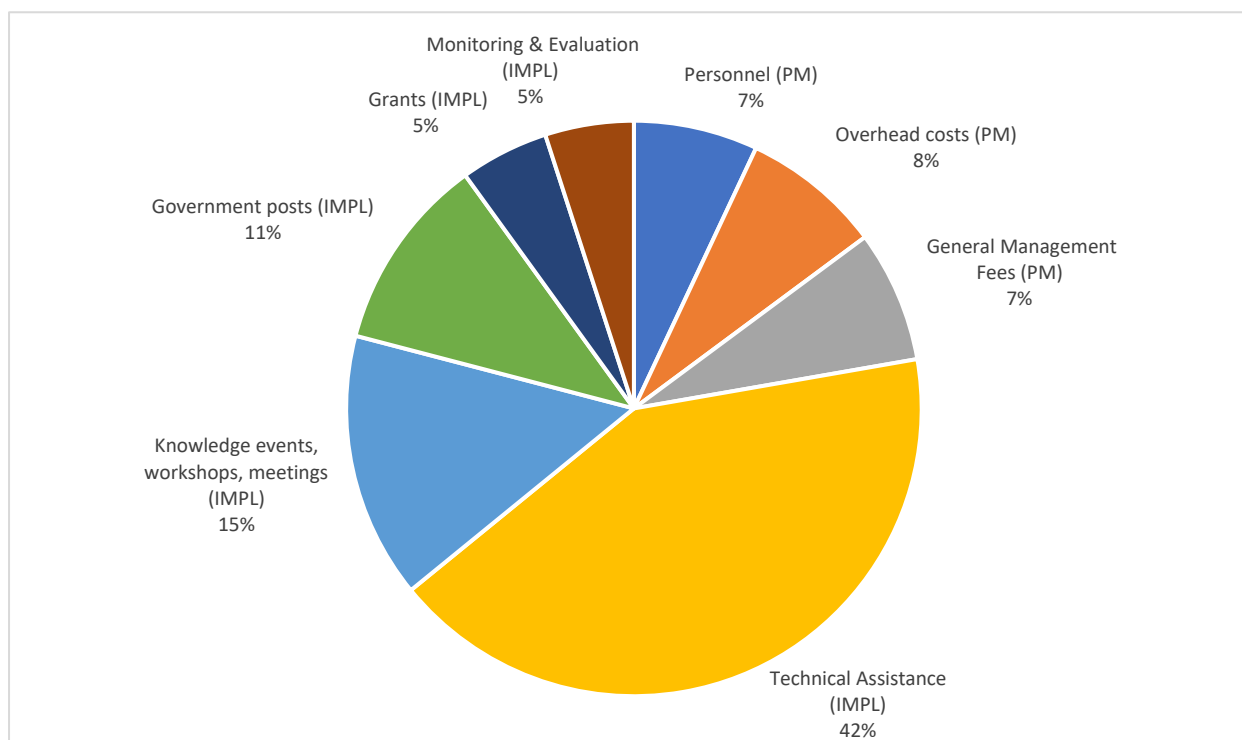


TABLE1: ATTRIBUTION OF IMPLEMENTATION COSTS (78%)

Donor	Outcome 1		Outcome 2		Outcome 3		Total
DFAT	1,690,981	25%	1,690,981	44%	2,254,641	54%	5,636,602
KOICA	4,084,942	60%	1,167,126	30%	583,563	14%	5,835,632
MFAT	875,811	13%	875,811	23%	1,167,748	28%	2,919,371
SIDA	151,949	2%	151,949	4%	202,598	5%	506,496
<b>Total</b>	<b>6,803,683</b>		<b>3,885,867</b>		<b>4,208,551</b>		<b>14,898,101</b>

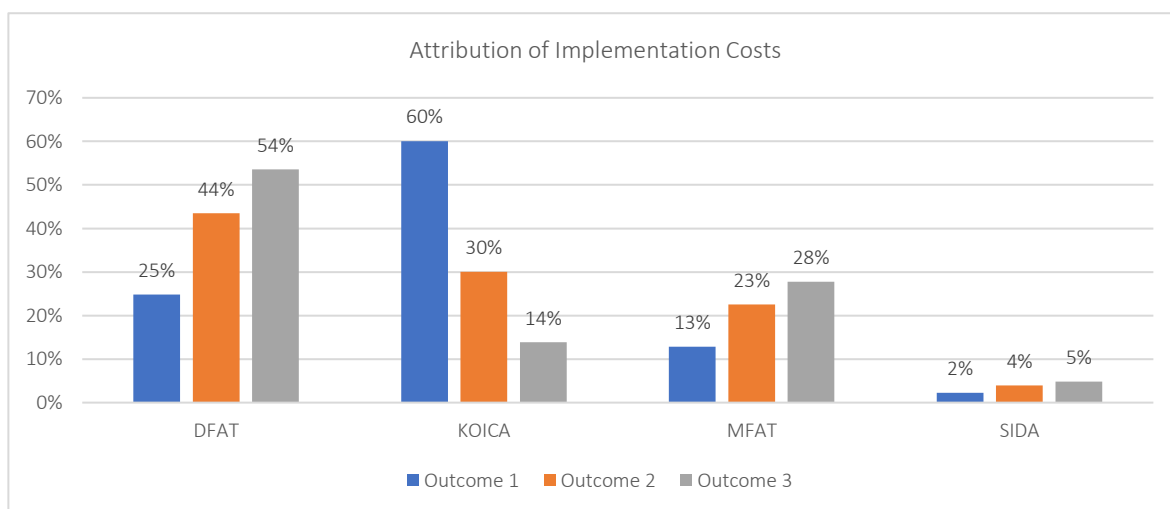


TABLE 2: ATTRIBUTION OF PROJECT MANAGEMENT COSTS (22%)

Donor	Project Management costs	Share
DFAT	1,621,398	38%
KOICA	1,664,368	39%
MFAT	832,629	20%
SIDA	145,697	3%
<b>Total</b>	<b>4,264,092</b>	<b>100%</b>

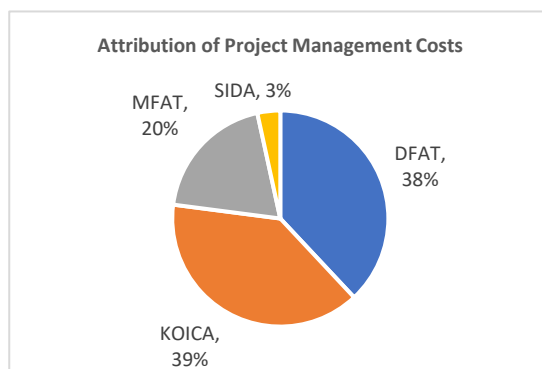
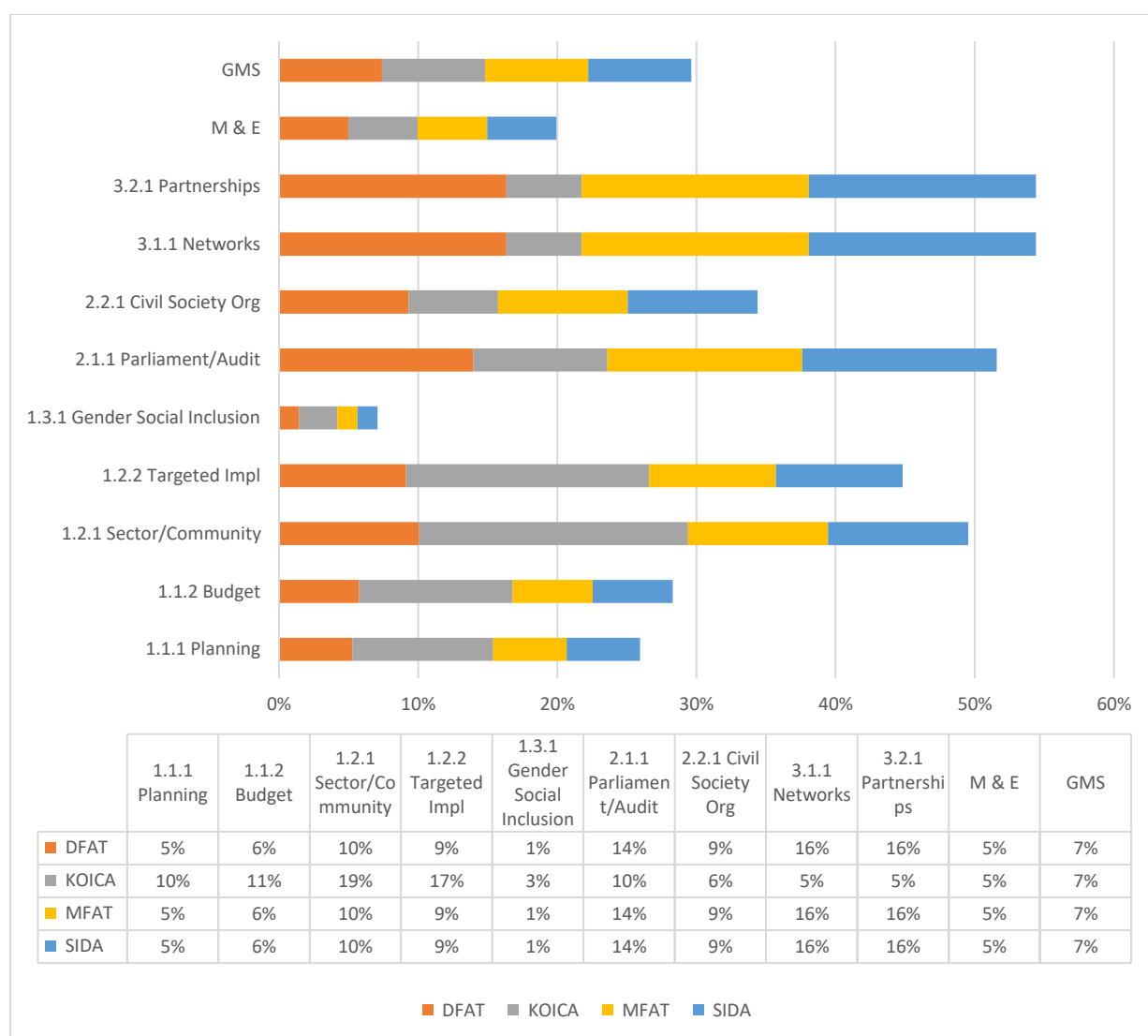


TABLE 3: ATTRIBUTION OF DONOR FUNDS ACROSS OUTPUTS/ACTIVITIES



### III. MONITORING, EVALUATION AND REPORTING

4. The programme will utilise an adaptive approach to change, looking to shape activities and strategies in line with changing context and in response to opportunities to work most effectively towards intended outcomes. This necessitates a monitoring, evaluation and learning (MEL) and ongoing performance management system that varies from traditional systematic log-frame approaches. Thus, monitoring (assessment of progress) and evaluative enquiry (checking assumptions and overall program strategy) will be regularly undertaken throughout the life of the program. The approach will be based on an action reflection cycle that will underpin management and improved program delivery. Data will be collected and analysed on an ongoing basis at the Outcome, Output and Activity levels.
5. In an effort to maximise efficiency of reporting, it is proposed that quarterly, biannual and annual reporting is undertaken by the programme in a singular format that satisfies all donor and UNDP requirements. Table 4 provides proposed inputs for each level of reporting.

TABLE 4 PROPOSED REPORTING STRUCTURE

	Timeframe	Format	M&E Level	Data collection and analysis method
1	Quarterly	Activity Log	Activities	Activity tracking log maintained by programme team
2	Biannually	Report	Outputs and Activities	Policy and document analysis; media analysis; partner, CSO and regional reporting; country level baselines (spider diagrams); activity log
3	Annually	Report	Outcomes, Outputs and Activities	Political economy analysis; Climate Change Budget Integration Index (CCBII) (in addition to 1 + 2)

6. At a minimum, the programme Annual Report template would include:
  - Executive Summary
  - Programme Overview (relevance, measuring progress, programme description and evolution)
  - Achievements to Date (overall progress, progress by country and regional, progress by entry point, challenges)
  - Programme Management (MEL, risk management and efficiency)
  - Budget and Expenditure
  - Annual Work Plan.
7. The programme will contribute to a combined Australian Government Aid Quality Check with the Australia Pacific Climate Partnership. It is understood that coordination of inputs and collation of information will be undertaken by the APCP Support Unit.
8. The Korean International Cooperation Agency (KOICA) have a Biannual Update Template and Annual Report template, in Excel and Word respectively. It is proposed that the whole of programme biannual and annual reporting templates will, at a minimum, contain all of the information required to meet KOICA's internal reporting requirements.
9. During its first phase of programming the PRRP contributed to the UNDP Bangkok Regional Hub's Governance for Climate Change Finance annual and biannual reporting to the Swedish

International Development Cooperation Agency. The programme will do the same during this subsequent phase of programming.

10. The UNDP annual reporting and financial cycle is based on the calendar year. The Australian and New Zealand financial year commences July 1 and ends June 31, whereas the South Korean financial year corresponds to the calendar year. It is proposed that annual reporting is either undertaken in line with the calendar year.

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## IV. TEAM STRUCTURE & PARTNERSHIPS

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### PROGRAMME MANAGEMENT

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11. The programme will be managed by a team based at the UNDP Pacific Office in Fiji, which will be responsible and accountable for day-to-day management of project interventions, achieving project outputs, and for the effective use of resources. Specific functions within the project management team include: programme management of workplans, contracts, human resources, partnership and quality assurance; monitoring and evaluation as well as facilitating learning; reporting to UNDP, donor and government partners; partnership management; knowledge management; communications; operations and financial management. Specific posts that have and will be recruited as follows:
  - Programme Manager
  - Deputy Programme Manager
  - Partnership Liaison Specialist<sup>1</sup>
  - Monitoring and Evaluation (M&E) Officer
  - Communications Specialist
  - Finance Officer
  - Programme Associate.

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### TECHNICAL EXPERTISE

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12. The Suva based team will also consist of a series of technical advisers on a Full-Time Equivalent (FTE) basis. These are based on areas which are deemed to be of high relevance in achieving the programme objectives, outputs and outcomes and will include the following: Climate Change Adaptation (CCA) and Disaster Risk Management (DRM); Community Development; Gender Sensitive and Inclusive Development; Oversight, accountability and parliamentarians; and Public Financial Management, budgeting and financing particularly focusing on internal domestic budgeting systems but also leveraging other financing instruments and sources.

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### BANK OF SHORT-TERM EXPERTISE

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13. The programme management team will also establish, on a more flexible short-term basis, a bank of technical experts to help deliver in-country and regional work. This will comprise of, but is not limited to, areas CCA and DRM, development and climate financing, private sector engagement, gender sensitive and inclusive development, capacity development, facilitated learning, M&E for

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<sup>1</sup> Note that this post is currently being supported by KOICA

change programmes, knowledge management, and specific sectoral expertise. The team will apply UNDP's modalities for hiring experts on a retainer basis but may also leverage off existing partnerships such as the DFAT Climate Partnership as and when this is feasible. Given that the programme requires more sophisticated M&E systems the bank will also include M&E experts specialising in designing and implementing M&E systems tailored towards governance reform programming, for instance including expertise around Political Economy Analysis (PEA).

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## PARTNERSHIPS

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14. The programme will develop partnerships with a range of government agencies in order to help establish new 'government posts' or establish relationships with existing government positions across programme countries and potentially in regional agencies. These government posts and existing positions will be the target groups for the majority of the programme's interventions. These positions will provide dedicated capacity within organisations to ensure both that development is sustainable and that there is sustainability of the programme interventions. This dedicated capacity may be placed in Ministries responsible for Finance, Gender and Social Inclusion, Planning and Aid Coordination, Sub-national Government or sectors.
15. The programme will also pursue Assisted Implementation and Demonstration opportunities in partnership with civil society organisations, non-government organisations, the private sector and through the Climate Partnership. Through the latter, this may involve utilising APCP's existing bank of technical expertise, or partnering with COSPPac, Geoscience Australia or other scientific organisations.

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## V. COMMUNICATIONS AND BRANDING

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### COMMUNICATIONS

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16. The programme will adopt a two-tiered communications strategy: to enhance visibility and as part of a package of behaviour change:
  - **Visibility.** Communications will be an essential tool used both formally and informally to inform and engage its internal and external target audiences. The objectives of this portion of the programme communications is to promote a wider understanding of the goals of the programme, and ensure visibility internally and regionally. This will involve (but is not limited to) media releases, e-updates, social media, a website and calendar of events.
  - **Behaviour change.** The second tier of the programme communications will focus more strategically on fostering sustained behaviour change towards more risk informed development across the Pacific, sometimes referred to as Communication for Development. This is focused on addressing knowledge, motivations, attitudes and practices. This will require and interactive and participatory processes with stakeholders to develop tailored products and strategies, such as research and analysis, toolkits, guidelines and approaches using a variety of communication channels. A Behaviour Change Communications Strategy will be developed in the first quarter of 2020.
17. All programme communications will be backed by robust data and research, some of which will be undertaken by the programme.



## BRANDING

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18. The Programme propose all branding acknowledges all donors through a standard logo bank, irrespective of the activity. The suggested logo bank is:



19. The name for the second phase of the programme has not yet been determined. The team are considering the following options:
- Pacific Resilience Governance Programme (PRGP)
  - Pacific Risk Resilience Programme II (PRRP II)
  - Governance for Resilient Development (GfRD).
20. The programme is currently recognised under the Climate Partnership as PRGP. However it has recently been revealed that the UNDP Pacific Governance Portfolio has a programme with exactly the same acronym, therefore creating a risk of confusion between the two programmes. Further, a Google search produces results which have nothing to do with the resilience or governance. PRRP II has the advantage of maintaining the existing brand, however does not reference explicitly reference governance, which is a core tenant of programming.

## VI. COUNTRY SELECTION AND WORK PLAN

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### COUNTRY AND ENTRY POINT SELECTION

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21. The Programme will develop a systematic methodology for determining programming countries and entry points. Consistent with the wider programming approach, this analysis will be undertaken on an ongoing basis, and entry points/countries will be adjusted according to the state of affairs in country at any point in time. This agile approach will allow the programme to be response to country needs and to take advantage of opportunities as and when they arise. The selection criteria for entry points will include a combination of political economy analyses and technical assessment (as was undertaken to inform the baseline assessments see Annex II). For each country, the team will assess i) the current state of affairs e.g. ongoing reform, existing policy/practice; ii) opportunities; and iii) risks. More specifically, the criteria will include:
- Propensity for change and prospect for scale in country;
  - Country risk profile;
  - Activities by other donor partners (giving attention to complementing other interventions);
  - Engagement and interest from gender machinery with planning and financing;
  - Donor requirements (e.g. KOICA and MFAT have particular programming countries);
  - Established relationships through DFAT, KOICA, MFAT and UNDP programming;
  - Significance of the particular country within regional mechanisms and decision-making bodies.

## COUNTRY-LEVEL ENGAGEMENT

22. The programme team has undertaken comprehensive design baseline assessments as part of its inception (see Annex II for country baselines and Annex III for gender baseline assessment). These assessments have provided the foundation for determining the Work Plan and Entry Points for the first year of delivery (as detailed in Annex I - Country Aide Memoires). The programme will adopt a portfolio approach to delivery, where not all activities will be undertaken in all countries. Rather, activities will be pursued where there is a high likelihood of success, based on the criteria outlined in Paragraph 21. All entry points in all programming countries will be reviewed and if necessary revised as part of the six-monthly monitoring and evaluation and learning process. Table 5 provides a sample of the Initial Entry Points for countries in which inception analyses has been undertaken, and Table 66 a summary Work Plan for the first year of programming.

TABLE 5 SAMPLE OF COUNTRY SPECIFIC ENTRY POINTS

Country	2020 Country Entry Points
Fiji	<ul style="list-style-type: none"> <li>• Climate Budget Tagging with the Ministry of Economy</li> <li>• Promoting and leveraging off ongoing risk informing work of Ministry of Women, Children and Poverty Alleviation through the region (e.g. through ProPa network)</li> <li>• Risk Screening with Ministry of Infrastructure</li> <li>• Risk informing Urban Renewal projects with Ministry of Rural and Maritime Development</li> </ul>
Vanuatu	<ul style="list-style-type: none"> <li>• DSPPAC Recovery Framework, with links to Recovery Taskforce who are members of Parliament</li> <li>• Risk informing Department of Local Authority decentralisation activities (e.g. through the new Area Administrators)</li> <li>• Utilising existing skills and networks in Department of Women’s Affairs and central ministries</li> <li>• Risk informed development demonstration through ADB, and/or Chinese funded projects (e.g. 9 bridges)</li> </ul>
Solomon Islands	<ul style="list-style-type: none"> <li>• Risk informing budgeting systems through the Ministry of Finance and Treasury. Initial activities: risk informed development working session with the Treasury Division, the Budget Unit and the Financial and Economic Development Unit</li> <li>• Risk informing the Provincial Capacity Development Fund</li> <li>• Operationalising climate change and disaster risk informed policies and plans through sectors, such as the Ministry of Agriculture and Livestock (MAL), and/or the Ministry of Infrastructure</li> <li>• Gender sensitive and inclusive development utilising existing expertise of the Ministry of Women, Youth, Children and Family Affairs (e.g. MWYCFA input into PCDF)</li> </ul>
Tonga	<ul style="list-style-type: none"> <li>• Support creation of new Resilience Financing Unit in the Ministry of Finance</li> <li>• Risk-informing the corporate planning and monitoring &amp; evaluation processes with National Planning</li> <li>• Risk-informing budget coding systems to include climate and disaster related risks, including gender and social inclusion dimensions</li> <li>• Risk-informing sector planning and budget submissions, which could include a focus on infrastructure and other productive sectors</li> <li>• Peer-to-peer learning at the regional level, e.g. with Fiji Ministry of Economy</li> </ul>
Tuvalu	<ul style="list-style-type: none"> <li>• Regional: Climate Budget Tagging exchange with Ministry of Economy in Fiji</li> <li>• Risk informing budgeting and planning systems through Ministry of Finance and Economic Development (e.g. revision of MFED planning and budgeting templates such as the Project Proposal or Budget New Funding templates)</li> <li>• Operationalising climate change and disaster risk informed policies and plans through the Ministry of Infrastructure</li> </ul>

TABLE 6 YEAR 1 WORK PLAN

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Activities by Country for 2020						
		Fiji	Vanuatu	Solomon Islands	Tonga	Tuvalu	RMI	Kiribati
<b>Outcome 1: Government planning and financing systems enable gender sensitive and inclusive risk-informed development</b>								
Output 1.1 Integration of risk into national planning and financing	Activity 1.1.1 TA support on planning processes. Develop planning guidelines and tools on RID. Embed capacity building and strengthening							
	Activity 1.1.2 TA support on budget and FMIS processes. Develop budget and financing guidelines and tools. Embed capacity building and strengthening							
Output 1.2 Integration of risk into community and sectoral development	Activity 1.2.2 Grants for RID targeted implementation of RID at sector and community							
Output 1.3 Gender sensitive and inclusive experts actively participating in shaping RID for government systems	Activity 1.3.1 TA support to develop GSI toolkits and guidelines into planning and financing processes. Embed capacity building and strengthening							
<b>Outcome 2: Country oversight and accountability systems require gender sensitive and inclusive risk-informed development</b>								
Output 2.1 Accountability: there is risk informed, independent scrutiny of government	Activity 2.1.1 TA support to Parliament, Legislative oversight functions, Public Account Committees and Audit functions. Develop guidelines and tools for RID in oversight. Embed capacity building and strengthening							
Output 2.2 Voice of society: there is risk informed engagement and scrutiny by civil society	Activity 2.2.1 Facilitate dialogue with CSO to ensure voice of women, marginalized and youth are accounted. Provision of training on integration of guidelines and tools							
<b>Outcome 3: Regional organisations, policies and practices are actively supporting gender sensitive and inclusive risk-informed development</b>								
Output 3.1 Countries are working collectively to influence other countries, regional actors and their own country systems and government	3.1.1 Facilitate dialogue across Pacific Island Countries on the impact of RID. Enable peer-to-peer learning across the Pacific Island countries. Leverage capacities and knowledge across the region							
Output 3.2 Regional agents (CROP, donors, regional programmes) are cognizant of, equipped to and in some situations are leading on GS&I RID	3.2.1 Conduct research on need for Risk Informed Development in the region. Lead regional dialogue on advocating for Risk Informed Development approach							

## VII. PARTNER ALIGNMENT

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23. The following section outlines: 1) the programme's alignment with donor partner strategic goals and objectives in the Pacific region; and 2) the alignment between the project indicators proposed in the PRRP II Project Document, with the project and funding submissions made to the Australian Government, the Korean International Cooperation Agency and the New Zealand Government respectively. The variation between the final Project Document and the initial funding submissions has come about as a result of a lapse in time between drafting the submission and project design (for instance KOICA was first drafted in November 2017), and the emergence of additional donor support which wasn't anticipated at the time of drafting the original submissions. This additional donor support has allowed the project to expand the project scope and countries, thus requiring a consolidated set of Outcomes, Outputs and Activities.

### AUSTRALIAN GOVERNMENT

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#### STRATEGIC ALIGNMENT

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24. The first phase of the PRRP was primarily funded by the Australian Government. In order to fully realise the goals and objectives of a second phase, the Australian Government will be funding a proportion of ongoing work, primarily related to scaling up of the risk informed development initiatives (that were undertaken in Phase 1) at national and regional levels.
25. The PRRP II will work as one of the major components of the Climate Partnership and thereby work closely with Australian Department of Foreign Affairs and Trade's (DFAT) bilateral programs and Posts. In 2018, Australian Government research undertaken by DFAT's Office of Development Effectiveness (ODE), identified economic and social development challenges due to the increasing impact of climate change and geo-hazards as a major risk for Pacific social and economic development. This research concluded that there is a particular need to help Pacific governments and citizens understand, manage and resource their responses to the challenges of climate change and geo-hazards. Additionally, the Australian Foreign Policy White Paper (2017) committed to working with Pacific governments to respond to climate change, particularly to support the capacity of governments and regional organisations to manage and lead this response. The PRRP II will directly contribute to realising these commitments.

#### ALIGNMENT WITH INVESTMENT DESIGN SUBMISSION

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26. The UNDP submitted an Investment Design Proposal to the Australian Government in March 2019.

27. Table 7 provides a summary of where the Objectives and Intermediate Outcomes from this proposal are captured in the PRRP II Programme Design.

TABLE 7 ALIGNMENT BETWEEN AUSTRALIAN GOVERNMENT INVESTMENT DESIGN AND FINAL DESIGN

Australian Govt Investment Design (March 2019)		Final Programme Design	
Objective 1	Pacific Island Countries mainstream gender sensitive and inclusive climate change and disaster risk management into development planning, budgeting and implementation	Outcome 1	Government planning and financing systems enable gender sensitive and inclusive risk-informed development
Objective 2	Regional resilience initiatives are used to catalyse mainstreaming of gender sensitive and inclusive climate change and disaster risk management into development across the Pacific	Outcome 3	Regional organisations, policies and practices are actively supporting gender sensitive and inclusive risk-informed development
Intermediate outcomes	There is informed political and other leadership which supports gender sensitive and inclusive risk informed development	Output 2.1	Accountability: there is risk informed, independent scrutiny of government  Activities: Capacity building and technical advisory (e.g. for members of parliament); Training and workshops
	There are polices and partnerships in place to support inclusive risk informed development	Output 1.1 and 1.2	1.1 Integration of risk into national planning and financing
	Finances and plans reflect inclusive risk informed development		1.2 Integration of risk into community and sectoral development
	Regional resilience initiatives are practically supporting and influencing change at national level	Output 3.1 and 3.2	3.1 Countries are working collectively to influence other countries, regional actors and their own country systems and government
	Regional frameworks and policies for climate change and disaster risk management reflect real life Pacific country experience		3.2 Regional agents (CROP, donors, regional programmes) are cognizant of, equipped to and in some situations are leading on GS&I RID
Gender sensitive and inclusive	Countries are fully informed and act on gender and social inclusion issues in climate change and disasters  Programme will work with national ministries of women and other stakeholders, to ensure tools and processes for risk screening and risk informed budgeting reflect attention to the different vulnerabilities and experiences of men and women. PRGP will also utilise its existing gender network at regional level for advocacy about the different needs of women and other marginalised groups in climate change and disaster risk management	Gender sensitive and inclusive	Objective: Pacific people, especially women and marginalised groups are more resilient to the impacts of climate change and disasters  Strategy: Proposes that effective attention to climate change and disaster risks requires understanding those risks from the experience of people most likely to be vulnerable to impacts of climate change and disasters  Output 1.3: Gender sensitive and inclusive experts actively participating in shaping RID for government systems

## KOREAN INTERNATIONAL COOPERATION AGENCY

### STRATEGIC ALIGNMENT

28. The intended outcomes of the PRRP II are clearly aligned to the three Strategic Objectives for Climate Change Response from KOICA's Mid-term Sectoral Strategy. PRRP II Outcome 1: Government planning and financing systems enable gender sensitive and inclusive risk-informed development will support achievement of KOICA Strategy: 9.1.2 - Improvement in climate adaptive capacity; 9.1.3 - Mainstreaming of climate projects; 9.2.1 - Increase in capacity building for climate change; and 9.3.1 - Improvement in access to climate funds. All three PRRP II Outcomes will also support the achievement of the Gender Equality and Governance components of KOICA's Mid-term Sectoral Strategy. Additionally, the Project will support achievement in each of the countries of SDG 5, SDG 13 and SDG 17.

### ALIGNMENT WITH PROJECT PROPOSAL

29. The UNDP submitted Project Proposal to KOICA in November 2017. Table 88 provides a summary of where the Goal and Outcomes from this proposal are captured in the PRRP II Programme Design.

TABLE 8 ALIGNMENT BETWEEN KOICA PROJECT PROPOSAL AND FINAL PROGRAMME DESIGN

KOICA Project Proposal (November 2017)		Final Programme Design	
Goal	To support climate responsive and gender sensitive development planning and financing	Outcome 1	Government planning and financing systems enable gender sensitive and inclusive risk-informed development
Outcome 1a	Mainstreaming of climate change and gender into development projects	Output 1.1	Integration of risk into national planning and financing
Outcome 1b	Improvement in climate adaptive capacity and resilience through development	Goal	Pacific people, especially women and marginalised groups are more resilient to the impacts of climate change and disasters
		Output 1.2	Integration of risk into community and sectoral development
		Activities to achieve 1.2	<ul style="list-style-type: none"> <li>• Capacity building and technical advisory (for Min of Finance, Planning &amp; Sectors)</li> <li>• Training and workshops</li> <li>• Seed funding for implementation</li> </ul>
Outcome 2	Increase in capacity and behaviour change to support risk informed development decision making	Output 1.2	Integration of risk into community and sectoral development
		Activities to achieve 1.2	<ul style="list-style-type: none"> <li>• Capacity building and technical advisory (for Min of Finance, Planning &amp; Sectors)</li> <li>• Training and workshops</li> </ul>
		Output 2.1	Accountability: there is risk informed, independent scrutiny of government
		Activities to achieve 2.1	Capacity building and technical advisory (e.g. for members of parliament); Training and workshops

Outcome 3	Improvements in access to climate funds	Output 1.1	Integration of risk into national planning and financing
		Output 2.1	Accountability: there is risk informed, independent scrutiny of government
		Output 3.1	Countries are working collectively to influence other countries, regional actors and their own country systems and government
Gender sensitive and inclusive	Goal: To support climate responsive and gender sensitive development planning and financing	Gender sensitive and inclusive	<p>Objective: Pacific people, especially women and marginalised groups are more resilient to the impacts of climate change and disasters.</p> <p>Strategy: Proposes that effective attention to climate change and disaster risks requires understanding those risks from the experience of people most likely to be vulnerable to impacts of climate change and disasters.</p> <p>Output 1.3: Gender sensitive and inclusive experts actively participating in shaping RID for government systems</p>

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## NEW ZEALAND GOVERNMENT

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### STRATEGIC ALIGNMENT

30. There is a clear alignment between the New Zealand Government’s strategic positions on climate change, engagement with the Pacific and Overseas Development Assistance goals, and the objectives of the PRRP II. On 15 August 2019, Prime Minister, Rt Hon Jacinda Ardern stated “whenever I meet with those who live on Pacific Islands, climate change is top of their agenda”<sup>2</sup>. Improving climate change resilience and strengthening governance and public sector performance are priority medium-term outcomes for New Zealand’s Pacific Regional Four Year Plan and eight of twelve Pacific Island Country Four Year Plans. The MFAT Mainstreaming Climate Change Governance Business Case articulates that there is broad alignment between the Objectives of the PRRP II MFAT’s strategic goals, 20-year strategies and four-year plans, as well as 10 year outcomes and key results.

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<sup>2</sup> <https://www.beehive.govt.nz/release/nz-boosts-support-climate-action-across-pacific>



## ALIGNMENT WITH SINGLE STAGE BUSINESS CASE

31. A Single Stage Business Case for funding of the programme was submitted to the New Zealand Government in August 2019. Table 8 provides a summary of where the Goal and Long Term Outcomes from this proposal are captured in the PRRP II Project Document. As the Business Case was drafted in line during the inception phase of the programme, there is very little variation between the two.

TABLE 9 ALIGNMENT BETWEEN MFAT BUSINESS CASE AND FINAL PROGRAMME DESIGN

MFAT Single Stage Business Case (August 2019)		Final Programme Design	
Goal	Pacific Island Countries and Territories mainstream climate change and risk into all development activity resulting in Pacific people, especially women, youth and the disabled, being more resilient to the impact of climate change and disasters	Goal	Pacific people, especially women and marginalised groups are more resilient to the impacts of climate change and disasters
		Objective	Pacific countries adapt their decision-making and governance systems towards resilient development
Long Term Outcomes	Government systems of planning, budgeting, implementation and assessment support risk informed development	Outcome 1	Government planning and financing systems enable gender sensitive and inclusive risk-informed development
	Country oversight and accountability systems require risk informed development	Outcome 2	Country oversight and accountability systems require gender sensitive and inclusive risk-informed development
	High quality risk informed development is increasingly adopted by countries in the Pacific	Outcome 3	Regional organisations, policies and practices are actively supporting gender sensitive and inclusive risk-informed development
		Output 3.1	Countries are working collectively to influence other countries, regional actors and their own country systems and government

## SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY (SIDA)

32. Over the last few years SIDA and UNDP Asia-Pacific Regional Hub have pioneered an approach with countries to strengthen their national systems and capacities to finance development in ways that are climate sensitive and gender responsive. This has led to substantive learning across the Asia and increasingly the Pacific region. SIDA, with other development partners, is now working with UNDP to launch a Climate Finance Network (CFN) for the Asia Pacific region to further diffuse and substantiate this learning. The PRRP II will support the Pacific portion of this initiative to facilitate regional learning across Asia and the Pacific but also to harness more substantive approaches to climate sensitive and gender responsive budgeting in the Pacific based on this learning.

## VIII. ANNEXES

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### ANNEX I. AIDE MEMOIRES

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# TUVALU AIDE MEMOIRE

July 2019  
(Draft)

**Aide Memoire of consultation and research undertaken in Tuvalu, October 2018 and July 2019, as part of the inception for the second phase of the Pacific Risk Resilience Programme**

### Introduction

1. The PRRP was a five-year project which began in 2013 ended in March 2019. The PRRP was implemented by the United Nations Development Programme (UNDP) Pacific Office, in collaboration with the Governments of Fiji, Vanuatu, Solomon Islands and Tonga, to enhance resilience of communities to disasters and climate change.

The first phase of the project was a pilot which trialled a **risk informed development** approach to managing climate and disaster risks across the four countries. The rationale for the pilot was twofold, in recognition that:

- Climate change and disasters have the potential to set-back years of development gains, and unchecked development can increase people's vulnerability.
- Support for governments and communities to manage climate change and disaster risk often comes in the form of programs or projects that sit largely outside countries established development planning and budgeting systems, resulting in duplication, poor sustainability and inadequate mainstreaming.

Development-first approaches to risk management, therefore, encourage development actors to lead from within development itself. This involves integration of risk, including gender and social dimensions of risk, into **development planning and budgeting** - referred to as risk informed development.

2. The PRRP has commenced inception for a second phase (PRRP II), with donor support from the Australian Government (DFAT), the Korean International Cooperation Agency (KOICA) and the Swedish International Development Cooperation Agency (SIDA). The second phase will build on the success of the established model for risk informing development into national and sub-national development planning and budgeting systems.

The new programme will expand beyond the four countries, as it is now well positioned to take this approach to scale both within countries and across the region. This will mean partnering

with key development ministries, such as ministries responsible for finance and development planning, local government, and key sectors such as health, education, infrastructure as well as the private sector. The programme logic for the second phase is that by adopting a risk informed approach, countries development portfolios will be sustained through changing climate impacts and will recover faster from disasters, which will enhance cost-efficiency and sustainability of development investments.

3. Scoping, research and consultations for the second phase of the PRRP were undertaken by teams from the UNDP Pacific Office in Tuvalu in October 2018 and July 2019. The objectives of these missions were:

- Determine potential interest from government, CSOs, private sector and development partners to jointly programme with the PRRP II. If there is country interest;
- Determine entry points for programming within Tuvalu and within the region, in order to develop a strategy and work plan to submit to donor partners at the completion of the Inception Phase;
- Seek input into programme design and adapt as required based on feedback and country priorities; and
- Confirm a way forward for programme formulation and implementation in Tuvalu.

Consultations were undertaken with a range of representatives from government, the donor community and partners. A full list of consultees is available in Table 1. The discussions and agreements reached with the Government and other stakeholders are outlined in this Aide Memoire.

**TABLE 1 LIST OF CONSULTATIONS**

Contact	Ministry/ Organisation	Position	Meeting date (s)
Silaati T. Filiake	MFED	Officer in Charge, Planning, Budget and Aid Coordination	23.07.19
Palipa Lauti	MFED	Acting Director Planning	23.07.19
Tavau Falani	Tuvalu Trust Fund & Falekaupule Trust Fund Secretariat	Secretary	24.07.19
Dr. Tufoua Panapa	Ministry of Education, Youth & Sports	CEO	24.07.19
Atabi Ewekia	MFAT	Senior Development Programme Coordinator	24.07.19
Asita Molotii	Gender Affairs Department, Office of the Prime Minister	Director	24.07.19
Mr K.F. Lee Moresi	Ministry of Health	CEO	25.07.19
Avaofo Irata	Ministry of Infrastructure	CEO	25.07.19
Ms Karyn Murray	Australian High Commission	High Commissioner	25.07.19
Talavai Iona	MFED	CEO	10.18; 25.07.19
Vaiaoga Lameko	DCCD	Project Development Officer	26.07.19
Feue Tipu	LoCal	LoCal - Tuvalu Consultant	10.18; 26.07.19

Ms Seveleni Kapua	UNDP	Country Development Manager	10.18; 26.07.19
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## Consultation Findings

**4. Risk integration into national and sectoral planning and budgeting.** Tuvalu has, and provides very strong leadership in the climate change space at the national level, in the region and globally. Significant progress has been made in recent years in Tuvalu to control and directly access climate change financing, including being awarded accreditation as a National Implementation Partner for the Adaptation Fund in July 2019. The country has a National Climate Change Policy (Te Kaniva: 2012 – 2021), a National Adaptation Programme of Action and made a Nationally Determined Contribution commitment in 2015.

In relation to development planning and budgeting, the Te Kakeega III - National Strategy for Sustainable Development (2016-2020) and a number of sectoral policies (such as the Tuvalu Infrastructure Strategy and Investment Plan 2016 to 2025 and the National Building Code) emphasise the need for consideration of climate change and disaster risk in development activities. However, during consultations it was clearly articulated that planning and budgeting undertaken by central and line ministries, particularly that which was funded from domestic budget, for the most part did not consider risks associated with climate change, disaster or gender and social inclusion. There are a number of structural factors which contribute to this challenge, for example the Ministry of Finance and Economic Development (MFED) Project Proposal template and Budget New Funding Request Form which line ministries use to apply for development budget, do not have any risk criteria, and the ministry does not have internal climate change or disaster risk technical expertise. Similarly, the MFED planning and budget appraisal templates do not have climate change or disaster risk criteria. As such, there are opportunities to risk inform these processes and mechanisms.

**5. Development projects and programmes that are risk informed.** There are a number of mechanisms through which projects are implemented in communities in Tuvalu, of which the Falekaupule, or island local government structure is significant. The functions of the Falekaupule relate (but are not limited) to agriculture, fisheries, education, town and village planning and health. The Ministry of Home Affairs and Rural Development are responsible for distribution of the domestic budget to the kaupule. Line ministries, such as the Ministry of Infrastructure and the Ministry of Education, are also responsible for designing and implementing projects within their remit, which are implemented in communities. They are required to do so in partnership with the Falekaupule. Projects are also funded (and in some cases delivered) through a number of other mechanisms: the Falekaupule Trust Fund, the Tuvalu Trust Fund, donors (e.g. DFAT and MFAT), regional agencies (e.g. UNDP, SPC), and the list goes on. There are also a number of climate change adaptation and mitigation projects being undertaken in Tuvalu, including the USD38.9 million Green Climate Fund (GCF) Tuvalu Coastal Adaptation Project (TCAP).

Despite the scope and scale of the climate change and disaster risk management projects being delivered in Tuvalu, stakeholders reported that often projects and programmes at the community level were delivered with little or no consideration of climate change, disaster or

gender and social inclusion risks. This is due to a confluence of factors, including a lack of access to accessible and relevant climate change and disaster risk management, a lack of climate change, disaster or social inclusion technical expertise at the project implementation level, “projectisation” of donor funded activities, and existing geographical and governance challenges faced by the Falekaupule and the DRD in delivering to communities.

**6. Programme Logic.** The design of the second phase of the PRRP rests on a core assumption that increasing attention to risk informed development will improve economic and social development in any country, in particular for women and vulnerable groups. The programme further assumes that this will happen through locally led change, with different approaches emerging in each country context. It is expected that common to all countries there will be changes in systems, knowledge, capacity and a shift to a more integrated and accountable development approach but this will happen from different starting points and in response to different opportunities and motivations.

UNDP will support and leverage these changes through a focus on systems change at national and sectoral levels; advocating, providing and making and accessible relevant knowledge; supporting capacity development; and enhancing and improving the inputs of regional and other development partner supports. It will work to integrate change within and between countries, to leverage a greater momentum for change.

**7. Proposed Programming Entry-Points.** Based on the aforementioned consultation and research, the UNDP propose four key programming opportunities, or entry points, for further investigation with the Government of Tuvalu:

- i. Risk informing **budgeting and planning systems** through the Ministry of Finance and Economic Development (MFED). Initial opportunities include revision of MFED planning and budgeting templates such as the Project Proposal or Budget New Funding templates, training and capacity supplementation for the Ministry, and in the longer term support integration of climate change, disaster and social inclusion risks throughout the budget cycle, including budget submissions, budget appraisal and accountability and oversight; and/or the planning cycle, for example through the revision of the National Strategy for Sustainable Development after 2020.
- ii. **Operationalising climate change and disaster risk informed policies and plans** through the Ministry of Infrastructure. The Government of Tuvalu has demonstrated a strong commitment to consideration of risks in Infrastructure through the development of the Tuvalu Infrastructure Strategy and Investment Plan (2016 to 2025) and the recently endorsed National Building Code. The UNDP understand that there is a desire to operationalise these plans and ensure that climate change and disaster risk considerations are realised, and propose to collaborate with the Ministry of Infrastructure to do so.
- iii. **Local level planning:** risk integration into the delivery of services to communities through the Ministry of Home Affairs and the Falekaupule. This entry point still needs to be explored further but will be carried out in collaboration with the existing UNDP-TCAP project and work relating to UNCDF-Local project.

- iv. The UNDP places a strong emphasis on bridging **country level needs and achievements** to influence regional policy. The programme supports a number of regional networks for government representatives and the private sector (for instance the Protection in the Pacific Network, ProPa), which the Government of Tuvalu would be invited to participate in. Similarly, the programme will host regional technical workshops on financing and planning risk informed development, a form of ‘network’ governance which presents clear opportunities for substantive Pacific peer-to-peer learning.

### Partnership Strategy

8. There are a number of complementary programmes in Tuvalu that are already being implemented or about to commence. A key component of the second phase of the PRRP will be to develop strategic partnerships with international, regional and local organisations so as to ensure comprehensive and coordinated approaches to risk informing development. Key Government partnerships are being established at all levels to ensure alignment with national priorities and processes. Strategic partnerships will be established around particular thematic areas, including:

- Australian Government bi-lateral education fund
- UNCDF Local Project
- UNDP Tuvalu Climate Adaptation Project.

### Immediate Next Steps

9. The following steps and timeframe are proposed for the inception phase of PRRP II, after which an annual work plan can be developed.

Activity	Who	Timeframe
Aide Memoire drafted for PRRP II engagement I in Tuvalu for Government	UNDP	End of August 2019
Feedback provided by UNDP to MFED on risk-screening toolkit and potential application to budget and project proposal template	UNDP	End of September 2019
Share Tuvalu Infrastructure Plan and associated building codes in order to identify more specific entry points for risk informing infrastructure planning	MPUI	September 2019
Exchange with the Fiji Ministry of Economy on the risk screening toolkit and climate budget tagging.	UNDP	3-5 September 2019
Board meeting: Tuvalu Government Representatives to attend UNDP PRRP II Board Meeting	UNDP	Mid November 2019



PACIFIC ISLANDS  
FORUM SECRETARIAT



# SOLOMON ISLANDS AIDE MEMOIRE

October 2019

(Draft)

**Aide Memoire of consultation and research undertaken in Solomon Islands in September 2019, as part of joint mission between the Pacific Islands Forum Secretariat (PIFS) and the United Nations Development Programme (UNDP).**

## Introduction

1. The Government of Solomon Islands has taken major steps to address the risks from climate change and disaster and build the resilience of communities across the country. Recent events, such as the 2014 floods, 2016 Makira earthquake and 2017 drought continue to emphasise the need to invest in ensuring that all future development is planned and implemented in ways that mitigate the adverse impacts of climate change and disasters. In recent years the Government has made significant strides to enhance community resilience, through reforms from national through to community level. Objective 4 of the National Development Strategy (2016 – 2035) stipulates “Resilient and environmentally sustainable development with effective disaster risk management response and recovery”. Other frameworks and strategies exist at the sectoral level, such as the National Climate Change Policy (2012 – 2017), the National Adaptation Programme of Action, the National Disaster Management Plan. Solomon Islands undertook a Climate Change and Disaster Risk Finance Assessment in 2017 to enable a better understanding of the climate finance landscape and review the options available to enable better management and scale up of the financing needed to address the adverse impacts of climate change and disasters.

2. In September 2019, two regional donor funded projects, the USAID funded Institutional Strengthening in Pacific Islands Countries to Adapt to Climate Change (ISACC) and the United Nations Development Programme Pacific Risk Resilience Programme (PRRP) conducted a mission to Honiara to investigate strategic opportunities for joint programming to enhance resilience, particularly through central agencies responsible for development budgeting and planning and through provincial governments to reach communities.

3. The USAID ISACC project is a 5-year project that is due for completion in September 2020. The goal of the project is to strengthen the national institutional capacity of Pacific island countries (PICS) to effectively plan, coordinate and respond to the adverse impacts of climate

change. The project is being implemented by the Pacific Community (SPC), in partnership with Secretariat of the Pacific Environment Programme (SPREP) and the Pacific Islands Forum Secretariat (PIFS).

4. The PRRP was a five-year project which began in 2013 ended in March 2019. The PRRP has commenced inception for a second phase (PRRP II), with donor support from the Australian Government (DFAT), the Korean International Cooperation Agency (KOICA) and the Swedish International Development Cooperation Agency (SIDA). The second phase will build on the success of the established model for risk informing development into national and sub-national development planning and budgeting systems.

5. The objectives of this joint mission were to:

- Determine potential interest from government, CSOs and development partners to jointly programme with the two projects. If there is country interest.
- Determine **entry points** for programming within Solomon Islands and within the region, in order to develop a strategy and work plan.
- Seek input into programme design of the second phase of the PRRP and adapt as required based on feedback and country priorities.

Consultations were undertaken with a range of representatives from government, the donor community and partners. A full list of consultees is available in Annex 1. The discussions and agreements reached with the Government and other stakeholders are outlined in this Aide Memoire.

### Consultation Findings

6. **Enhanced awareness of the need for development to consider climate change and disaster risks.** During consultation, many stakeholders reported that in recent years there has been a “shift in consciousness”, particularly from central government agencies such as planning and finance, that management of climate change and disaster risks are not solely the responsibility of the Ministry of Environment, Climate Change, Disaster Management and Meteorology (MECDM). Alongside this shift, there appears to be better appreciation from ministries of their particular roles in ensuring development is resilient. For instance, the Ministry of National Planning and Development Coordination (MNPDC) acknowledged the importance of ensuring development submissions are risk informed and the important role they have as an entry point and gatekeeper to ensure that resilience is mainstreamed into the planning and budgeting process. MNPDC noted however, that they play a macro level national planning and development coordination role and that the operationalisation of resilience building needs to occur at the sectoral level. More specifically, they noted that at an operational level, it is necessary for line ministries to ensure their development submissions and project implementation consider risks, from project design through the implementation and M&E. The Ministry of Provincial Government and Institutional Strengthening (MPGIS), also spoke of their role in ensuring Provincial Governments implement development projects in communities are aware of climate change and disaster risks, and importantly risks associated with gender and social inclusion, as well as reflecting these in project design. However, MPGIS noted that influencing sectors can be challenging given the sheer number of development



projects being undertaken at any point in time across the country, the limited number of staff in the Ministry, and their lack of power to enforce any change from sectors.

7. **Risk integration into national planning and budgeting.** In recent years, Government has demonstrated a strong commitment to addressing climate change and disaster risks, including (but not limited to):

- Stipulation of the importance of risk informed development in objective four of the **National Development Strategy** (2016-2035): “Resilient and environmentally sustainable development with effective disaster risk management, response and recovery” - targeting enablers of economic development, and building capacity to assess and understand risks, and respond to and recover from disasters, and address climate change.
- Development of a new **National Disaster Management Plan** (2018). The new plan presents a practical, sector-based and explicit framework for preparing for, managing disaster events and supporting resilience in our provinces and villages.
- Establishment of a **climate finance unit in the Ministry of Finance and Treasury** (MoFT). The ISACC project is currently providing funding support for a climate finance officer position, within the Ministry of Finance and Treasury (MoFT). The establishment of the Climate Finance Unit within MoFT was one of the recommendations of the Climate Change and Disaster Risk Finance Assessment undertaken in 2017.
- With support from the ISACC project, Solomon Islands is also piloting a **national tracking tool**, working in collaboration with the MoFT and MNPDC. This is in recognition that tracking climate finance is important to allow policy makers to plan more effectively on how to use climate finance, particularly when making decisions about funding allocations in line with national priorities, monitoring the effectiveness of initiatives, and to verify the support that is being provided by developed countries. Better financial data can also help decision makers identify gaps and improve coordination and management and plan for investments in sectors and areas of greater vulnerability.
- The MNPDC has developed a **Risk Screening Toolkit** for use by line ministries when drafting Medium Term Development Plan submissions.

The country has also secured a USD234 million multi-stakeholder climate finance project, the Tina River Hydro Development, funded by the Solomon Islands Government, the Green Climate Fund, the Asian Development Bank, the Economic Development Cooperation Fund (EDCF) and a number of other partners.

Despite this significant progress, during consultations it was clearly articulated that planning and budgeting, particularly that of national projects funded from domestic budget, for the most part **did not seriously consider risks** associated with climate change, disaster or gender and social inclusion in the design and implementation. There are a number of factors which contribute to this challenge, for example the MNDPC Risk Screening Toolkit is not used by line ministries because it is too complicated, and despite having climate change and disaster criteria in the MTDP Project Proposal template, the quality of assessment undertaken to complete this is low. Line ministries report that they do not all have internal climate change or disaster risk technical expertise, and the expertise within MNDPC is only relatively new. Similarly, the MoFT budget appraisal templates do not have any climate change, disaster or gender risk criteria and the internal expertise (through the Climate Finance Unit) are limited in

their influence to stand alone climate finance activities, as opposed to informing activities funded from recurrent and development budgets.

8. **Monitoring, Evaluation and Learning for Climate Change and Disaster Risk (Resilience).** MNPDC noted that there are deficiencies in monitoring, evaluation and learning (MEL). MEL practice is still in its infancy and though it exists, it is done sporadically. MNPDC undertakes MEL at the macro level, monitoring against the development objectives of the National Development Strategy, while at the sector/ministry level, MEL is undertaken largely at the project level, monitoring against outputs and project outcomes. MEL of resilience measures is very minimal. Solomon Islands remains highly vulnerable to the negative impacts of climate change and disasters. As such, financing for climate change and disaster risk reduction will continue to be an important feature of the country's development pathway. Parallel to financing being made available in increasing amounts will be an increasing demand for MEL systems. MEL is important for accountability and also to demonstrate how programme efforts and initiatives have had a measurable impact on expected outcomes. MEL systems are important for answering questions such as what works, in what contexts and why. In the face of increasing challenges posed by worsening climate change, MEL systems seek to ensure that climate change and disaster risk financing is spent effectively, efficiently and sustainably.

9. **Development projects and programmes that are risk informed.** There are a number of mechanisms through which projects and activities are implemented in communities in the Solomon Islands: directly from sectors (e.g. agriculture and education), through the MPGIS and Provincial Government, through Constituency Development Funds (CDF), and at times directly from donors to communities.

The **Provincial Capital Development Fund** was highlighted by a number of stakeholders as an example of a small scale (community level) project scheme which was delivering resilient infrastructure whilst simultaneously encouraging governance strengthening at the provincial level. The PCDF is a performance-based grants scheme which provincial governments can access if they a) meet certain fiduciary criteria and b) submit funding proposals for resilient infrastructure.

At the **sectoral level**, there also appears to be a strong appreciation for the need to enhance resilience of activities, however the response to this need is very siloed. For instance, the Ministries of Education, Infrastructure and Agriculture have a number of resilience strengthening initiatives, but these are not linked or reported to MNPDC or MoFT through the formal planning, budgeting or M&E cycles. There is therefore an opportunity to take the learning from these sectors as examples, or demonstrations, or the value of investing in managing risks, to encourage this approach to be taken to scale.

Despite the scope and scale of the climate change and disaster risk management projects being delivered in Solomon Islands, stakeholders reported that often projects and programmes at the community level were delivered with little or no consideration of climate change, disaster or gender and social inclusion risks. This is due to a confluence of factors, including a lack of access to accessible and relevant climate change and disaster risk management, a lack of "risk" technical expertise in MPGIS or Provincial Governments, or at the project implementation level, projectisation of donor funded activities, fragmentation of activities between the MPGIS and CDF, and geographical and governance challenges faced by all of the above.

**10. Intervention logic.** PIFS and the UNDP are working on the core assumption that increasing attention to resilient development will improve economic and social development in any country, in particular for women and vulnerable groups. There is a further assumption that this will happen through locally led change, with different approaches emerging in each country context. It is expected that common to all countries there will be changes in systems, knowledge, capacity and a shift to a more integrated and accountable development approach but this will happen from different starting points and in response to different opportunities and motivations.

The two programmes can support and leverage changes through a focus on **systems change** at national and sectoral levels; advocating, providing and making and accessible relevant knowledge; supporting capacity development; and enhancing and improving the inputs of regional and other development partner supports. It will work to integrate change within and between countries, to leverage a greater momentum for change.

**11. Proposed Programming Entry-Points.** Based on the aforementioned consultation and research, the team propose the following programming opportunities, or entry points, for further investigation with the Government of the Solomon Islands:

#### **PIFS and USAID - SPC ISACC**

- i. Development of the **Solomon Islands Framework for Resilient Development** with support from the USAID funded Institutional Strengthening in Pacific Islands Countries to Adapt to Climate Change.
- ii. **Monitoring and Evaluation for Resilience Training.** The course aims at equipping practitioners working in government and non-government organisations in the selected countries with skills, knowledge and tools necessary for designing, monitoring and evaluating climate change programmes. It targets development practitioners, technical/sector officials who are responsible for (or support) the design, monitoring and evaluation of climate change, disaster risks and related projects/programmes and policies. The five day M&E for Resilience training course was developed by Monica Wabuke, M&E Adviser for SPC's GEM Division, in conjunction with the USAID ISACC Project Team (Vuki Buadromo, Susan Sulu, Lisa Buggy and Amelia Caucau) and Tess Martin, TVET Adviser for the PReP Project and has already been offered in Vanuatu, Kiribati, Palau with Samoa and Solomon Islands in the pipeline.

#### **UNDP**

- iii. Risk informing **budgeting systems** through the Ministry of Finance and Treasury (MoFT), in partnership with the existing Climate Change Finance Unit. Initial opportunities include facilitation of a risk informed development working session with the Treasury Division, the Budget Unit and the Financial and Economic Development Unit; training and capacity supplementation for the Ministry, and in the longer term support integration of climate change, disaster and social inclusion risks throughout the budget cycle, including budget submissions, budget appraisal and accountability and oversight.

#### **UNDP**

- iv. **Strengthening the Provincial Capacity Development Fund**, which is currently operating through the MPGIS, with support from the MECDM. An Idea Note for further funding has already been developed. The team propose to review this Idea Note and identify potential funding sources, timelines and requirements, and work with the Solomon Islands Government on a pathway for realising funding.
- v. **Operationalising climate change and disaster risk informed policies and plans** through sectors, such as the Ministry of Agriculture and Livestock (MAL), and/or the Ministry of Infrastructure. For example, MAL has demonstrated a strong commitment to enhancing resilience through the aforementioned Agriculture Sector Plan and Project templates, CCDRM post, and Resilient Agriculture Extension Officer Network. It is understood that there is now a desire to operationalise these projects, ensuring that climate change and disaster risk considerations are realised, particularly through training and demonstration. The UNDP and PIFS team propose exploring collaboration with one or more sectors to realise this intention.
- vi. **Gender sensitive and inclusive development.** The Ministry of Women, Youth, Children and Family Affairs (MWYCFA) expressed a strong interest in influencing sectoral and central agency development activities to ensure that they are cognisant of the differing needs of men, women, youth and children when making development decisions. The team propose to utilise these existing technical expertise in all other activities. For instance seeking input from the MWYCFA when designing the PCDF, risk informing budget submissions, or operationalising sectoral projects.
- vii. Revision and simplification **of the MNPDC Risk Screening Template.** This could involve working with the newly appointed CCDRM focal point in MNPDC, to then work with sectors and technical agencies (such as MECDM and MWYCFA) to re-draft the template and subsequently provide training for its use.

## Partnership Strategy

12. There are a number of complementary programmes in the Solomon Islands that are already being implemented or about to commence. A key component of the team’s strategy will be to develop strategic partnerships with international, regional and local organisations so as to ensure comprehensive and coordinated approaches to risk informing development.

## Immediate Next Steps

13. The following steps and timeframe are proposed.

Activity	Who	Timeframe
Aide Memoire drafted for UNDP and PIFS engagement with Solomon Islands Government	PIFS and UNDP	October 2019
Commence development of Solomon Islands Framework for Resilient Development	PIFS & USAID/SPC ISACC Project	November 2019
Plan MoFT risk informing development sensitization session – likely to be undertaken in early 2020	UNDP	November 2019

Short Term M&E for Resilience Training	USAID/SPC ISACC	1 <sup>st</sup> Quarter 2020
Board meeting: Solomon Islands Government Representatives to attend UNDP PRRP II Board Meeting	UNDP	November 2019

## ANNEX 1 LIST OF PERSONS CONSULTED

Contact	Ministry/ Organisation	Position	Meeting date (s)
Dr. Melchior Mataka	Ministry of Environment, Climate Change, Disaster Management and Meteorology	Permanent Secretary	18.09.19
Hudson Kauhiona	Ministry of Environment, Climate Change, Disaster Management and Meteorology	Director Climate Change	18.09.19
Lyn Legua	Ministry of National Planning and Development Coordination	Permanent Secretary (Acting)	18.09.19
Roy Mae	Ministry of National Planning and Development Coordination	Under-Secretary	18.09.19
Mckinnie Dentana	Ministry of Finance and Treasury	Permanent Secretary	18.09.19
Walolyn Hamata	Ministry of Finance and Treasury	Climate Change Finance Unit	18.09.19
Stanley Pirione	Ministry of Provincial Government and Institutional Strengthening	Under Secretary	19.09.19
Max Tova	Ministry of Provincial Government and Institutional Strengthening	Director -Projects	19.09.19
Ethel Frances	Ministry of Agriculture and Lands	Permanent Secretary	19.09.19
Michael Ho'ota	Ministry of Agriculture and Lands	Under Secretary and Director Extension	19.09.19
Sipuru Rove	Ministry of Agriculture and Lands	Climate Change and Disaster Risk Officer	20.09.19
	Australian High Commission	Second Secretary	20.09.19
Aaron Pitaqae	Ministry of Women, Youth, Children and Family Affairs	Director	20.09.19
Everlyn Fialakwa	Ministry of Women, Youth, Children and Family Affairs	Climate Change and Disaster Officer	20.09.19
Berdi Berdiyev	United Nations Development Programme	Country Director??	18.09.19 and 20.09.19
Joanne Aihunu	United Nations Development Programme	Head of Resilience and Sustainable Development Team	18.09.19 and 20.09.19



PACIFIC ISLANDS  
FORUM SECRETARIAT



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Zusammenarbeit (GIZ) GmbH



# TONGA AIDE MEMOIRE

## August 2019

### 1. Introduction

The Government of the Kingdom of Tonga perseveres in its efforts to build the resilience of all communities across the country. Its experience in 2018 with Tropical Cyclone Gita re-emphasised the need to invest in ensuring that all future development is planned and implemented in ways that mitigate the adverse consequences of climate change and of disasters. The Government has made significant strides in recent years to address climate and disaster risk by focusing on actions to reduce national vulnerability. At a strategic level, The Tonga Strategic Development Framework II (TSDF-II) includes commitment to resilience building as do other policy initiatives at the national level. The Tonga Climate Change Policy 2016, and Joint National Action Plan II for Climate Change Adaptation and Disaster Risk Management 2018, more specifically identify a range of areas where action is required to strengthen resilience.

Three regional donor funded programs based respectively in the Pacific Islands Forum Secretariat<sup>3</sup> and the UNDP<sup>4</sup>, had discussed in length the possibility to combine their efforts and improve the coordination and delivery of the technical support to enhance the Government's leadership of resilience building in the context of the national sustainable development agenda. As such, PIFS and UNDP conducted a joint mission to Tonga 5-9<sup>th</sup> Aug 2019. The purpose of the mission was to identify strategic opportunities for investment in resilience capacity building with an emphasis on, but not limited to, the central agencies of the Government including the Ministry of Finance (MoF), National Planning Division of Prime Minister's Office and other agencies. The specific objectives of the mission were to:

- a) Obtain guidance from Government's central agencies and other actors on existing challenges and opportunities for investment in central agency resilience capacity strengthening in line with the objectives of the relevant national and regional policy instruments.
- b) In connection with the results of Objective a), enable the development of a nationally-led framework for the proposed PIFS/UNDP collaboration.

### 2. Consultation Findings

The team conducted a series of bilateral consultation meetings with key stakeholders (see Annex 1 below for a full list). The findings from this consultation are also based on a review of relevant literature e.g. TSDFII, JNAP, the Climate Finance and Risk Governance Assessment (CFRGA)<sup>5</sup>, as well as experiential learning through PIFS, UNDP, SPC and other experiences. A summary of key findings are as follows:

- **The role of Central agencies:** the Government has been a global leader in developing a suite of national policies and plans that integrate climate change and disaster risk management, rather than treating them as stand-alone issues. However, leadership in developing national policies and plans are inconsistent when

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<sup>3</sup> PIFS: Pacific Resilience Programme (World Bank); Climate Finance Readiness in the Pacific (DFAT/GIZ)

<sup>4</sup> UNDP: Pacific Risk Resilience Programme (DFAT)

<sup>5</sup> PIFS, UNDP, UNWOMEN, USAID and DFAT (2016) Climate Finance and Risk Governance Assessment (CFRGA)

<https://www.forumsec.org/wp-content/uploads/2018/10/Tonga-CFRGA-Report-comp-2.pdf>

translated to sector plans and policies and sub-national plans. Central agencies will need to be actively engaged and commit to the transformation of central systems and processes in order to effectively mainstream risk in the context of national development and thereby supporting and enhancing efforts that have been in train for some time within sectoral/line agencies.

- **Rationalizing JNAP in relation to national and sectoral development:** whilst Tonga has clearly articulated plans and policy framework for addressing climate change and disaster risks, mainly through the JNAP and associated coordination structures, there is an opportunity to better align and integrate these into mainstream development planning and budgeting at national, sectoral and local levels.
- **Planning, budgeting and oversight systems:** key ministries involved in planning, budgeting and overseeing appear to work in silos impacting the ability to coordinate resilience aspects across public finance management processes. An integrated approach to this by central line agencies is critical in ensuring that climate change and disaster risk management (CCDRM) is adopted across all sectors and communities.
- **Institutional and human capacity:** there is a significant opportunity to strengthen capacity for resilience work, not only within the CCDRM institutions but across central line agencies as well as across sectors and local level governance. This policy reform process will be greatly enhanced through a sustained effort to strengthen institutional structures as well as staff capacity and professional development.
- **Fiduciary requirements for climate financing:** the key message came out from the mission was the lack of absorptive capacity to meet the key required fiduciary criteria for NIE<sup>6</sup> accreditation for Tonga to access directly to climate finance such as project management, monitoring and evaluation, and private sector engagement to name a few. The mission recognized that resilience has not been integrated into the planning and budgeting processes which led to weak oversight. This is due to less human resource availabilities and competencies, and the inflexibilities in the existing system to modify according to the increase demand for accountability.
- **A structured approach to ensuring systemic and behavioral change:** there is an opportunity to introduce a structured 'change management' process that will help embed the required systemic changes within the relevant institutions and with staff thus ensuring the sustainability of the change effort and a stronger sense of ownership and leadership of central agency 'resilience' strengthening.
- Focus on **development planning:** there is an opportunity for resilience building to be materialized in the national planning process recognizing the Prime Minister's Office has the executive authority to direct or can be the champion of reform in formulating of development planning, but it is crucial to strengthen the institutional connection with the MoF and sectors to ensure the required improvements in the system/processes are implemented.

### 3. Proposed Strategy

The overall proposed strategy is focused on reorienting the role of central agencies in resilience building. Implicit in this is a change management process of central agencies and in particular how they interact with other agencies and stakeholders on resilience building for Tonga. This strategy can be broken down into the following Components and corresponds to an outline of areas of strategic engagement depicted in Figure 1 below:

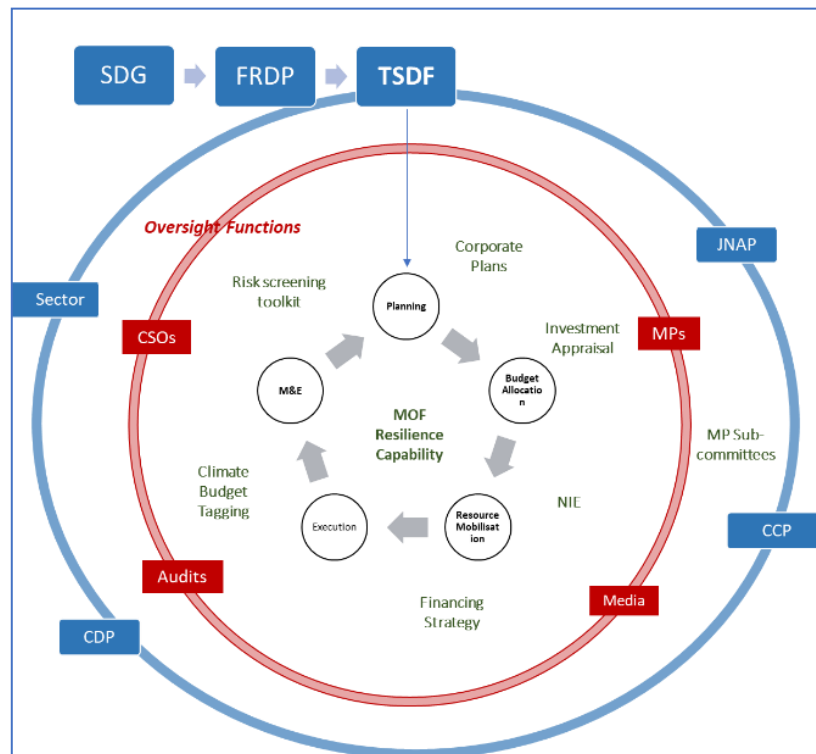
- A. Strengthen the **integrity, quality and effectiveness** of risk and resilience in development planning, budgeting and oversight processes: this will include the deliberate integration of climate change and disaster risks into the core of development planning, implementation and monitoring and evaluation processes as well as strengthening of institutional and human resource capabilities within central line agencies. This will include the integration of gender and social aspects relating to the management of climate and disaster related risks.
- B. Strengthen **readiness** and enhance **access** to climate financing: continued on-going improvement of PFM systems, particularly those not covered under the traditional PFM arrangements, and national capacity will significantly advance Tonga's progress in managing and scaling up access climate finances. The climate

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<sup>6</sup> National Implementing Entity under the Green Climate Fund and Adaptation Fund

change and disaster risk finance assessment found that countries in the region requires some improve of readiness capacity in order to enhance their accessibility to and management of climate finance.

- C. Opportunity to strengthen the dynamic for **stakeholder involvement**: this can be achieved through regular dialogue within central agencies and between them and key stakeholder groups such as the private sector and civil society. In order for central agencies to be effective at resilience leadership they must interact more regularly amongst themselves and with other stakeholders.



#### 4. Partnership Support

The partnership of the three projects between PIFS and UNDP will focus their support on working with Government to strengthen central government systems and the capacity to manage risks within the context of the national development machinery. The partners will commit to joint programme delivery on the activity areas of support listed below. This will include joint missions, at least once a year, to monitor progress.

##### PIFS

The Pacific Islands Forum Secretariat (PIFS) has a key leadership role at the regional level to assist Pacific island countries and territories to build their resilience to climate change and disasters. Within PIFS, a 'Resilience Team' was established in 2016 to fulfil the organisation's responsibilities in climate change and disaster resilience building. These responsibilities currently include the following: policy and technical advice in climate finance, public financial management, disaster risk finance and insurance, risk governance. The team is comprised of individuals with wide ranging expertise and experience in the above areas.

Two projects within the PIFS Resilience Team, namely: **Climate Finance Readiness in the Pacific (CFRP)** funded by the Australian Department of Foreign Affairs & Trade (DFAT) and implemented by the *Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH*, and; the **Pacific Resilience Program (PREP)** funded by the World Bank, represent the organisation's contribution to this collaboration.

The CFRP has a specific interest in providing technical support to strengthen national Public Finance Management systems of Pacific island countries to enhance improved access to, and the effective management of, international climate and disaster risk financing opportunities, and to develop the concept for a potential project proposal for the Green Climate Fund's consideration. The PREP is keen to support national efforts to strengthen disaster risk



finance and insurance capacity and lead institutions for greater risk resilient development governance with a specific focus on the Ministry of Finance, Prime Minister's Office and other central agencies key to the resilience effort. In summary PIFS potential areas of support pertain to Components A, B and C as follows:

- Strengthening capacity for climate change and disaster risk finance and insurance
- Risk-informing the corporate planning and monitoring & evaluation processes
- Public finance management readiness and access to climate financing
- Strengthening multi stakeholder participation e.g. private sector

#### UNDP

UNDP programme activities are based on a subsequent phase to the Pacific Risk Resilience Programme (PRRP), which is currently in a design phase up to December 2019. These will build primarily on the work conducted with the Ministry of Finance and key development sectors on the integration of risk into screening annual sectoral budget submissions and local level development. UNDP will support activities mainly under Component A of the proposed strategy on planning, budgeting and oversight systems:

- Support the creation of a new 'resilience financing' unit within the Ministry of Finance (this could include the support for two new posts for a one-year inception period)
- Risk-informing the corporate planning and monitoring & evaluation processes with National Planning
- Risk-informing budget coding systems to include climate and disaster related risks, including gender and social inclusion dimensions. This could include peer-to-peer learning with the Fiji Ministry of Economy who are already undertaking a reform process of their FMIS system in this regard
- Risk-informing sector planning and budget submissions, which could include a focus on infrastructure and other productive sectors
- Integrating risk as part of oversight functions of Parliament. This can be conducted through the existing UNDP Pacific Parliament Effectiveness Initiative (PPEI).

#### **5. Next Steps**

The proposed next steps following on from the mission are:

- a) Government of Tonga consideration and endorsement on proposed areas of support as articulated in this Aide Memoire.
- b) Strategic dialogue: a strategic dialogue workshop led by Ministry of Finance, National Planning and PSC taking place in late 2019 or early 2020 (date to be confirmed by Ministry of Finance). It will focus on: obtain perspectives on the potential scope for a resilience capability within Ministry of Finance, Planning and other central agencies; strategy for a process of change; and identification of roles and responsibilities across central agencies.
- c) Establishment of a 'resilience' unit within the Ministry of Finance, in order to initiate priority areas of work identified in this aide memoire and related policies.

## ANNEX 1

### Joint Mission to Tonga: PIFS & UNDP

5 – 9 AUGUST 2019

Date	Appointment/Meeting	Email
<b>Monday 5 August</b>		
11.00am – 12.30pm	Mr. Paula Ma'u, CEO MEIDECC	<a href="mailto:paulm@mic.gov.to">paulm@mic.gov.to</a>
1.30pm – 2.30pm	Mrs Balwyn Fa'otusia, CEO Finance	<a href="mailto:bfaotusia@finance.gov.to">bfaotusia@finance.gov.to</a>
3.30pm – 4.30pm	Mr. Edgar Cocker, Chief Secretary and Secretary to Cabinet, PMO Ms. Ma'u Leha, Deputy Secretary, National Planning Division, PMO	<a href="mailto:edgarc047@yahoo.com">edgarc047@yahoo.com</a> <a href="mailto:mau.alipate@gmail.com">mau.alipate@gmail.com</a>
<b>Tuesday 6 August</b>		
10.00am – 10.30am	Hon. Pohiva Tuionetoa, Minister for Finance	<a href="mailto:tuionetoa.pohiva@gmail.com">tuionetoa.pohiva@gmail.com</a>
10.30am – 11.00am	Mr. Mahe Tupouniua, Secretary for Foreign Affairs Ms. Elsie Fukofuka, Senior Assistant Secretary	<a href="mailto:Mahe.uliuli@gmail.com">Mahe.uliuli@gmail.com</a> <a href="mailto:pakiamala@gmail.com">pakiamala@gmail.com</a>
11.20am – 12.30pm	Lord Fakafanua, Speaker of Legislative Assembly	<a href="mailto:kinikinilau@gmail.com">kinikinilau@gmail.com</a>
2.30pm – 3.30pm	Ms. Natalia Latu, World Bank Office	<a href="mailto:nataliapaulatu@gmail.com">nataliapaulatu@gmail.com</a>
3.30pm – 5.00pm	Mission work session	
<b>Wednesday 7 August</b>		
9.00am – 10.00am	Dr. Viliami Manu, CEO Ministry of Agriculture	<a href="mailto:mafsoils@kalianet.to">mafsoils@kalianet.to</a> ; <a href="mailto:viliamitoaleimanu@yahoo.com">viliamitoaleimanu@yahoo.com</a>
10.30am – 11.30am	'Onetoto 'Anisi, Acting CEO Ministry of Internal Affairs	<a href="mailto:fofongaola@gmail.com">fofongaola@gmail.com</a>
11.30am – 12.30pm	Mr. Paul Taumoepeau, President, Tonga Chamber of Commerce	<a href="mailto:pmt@nautilusminerals.com">pmt@nautilusminerals.com</a>
2.00pm – 5.00pm	Ms. Ma'u Leha, Deputy Secretary, National Planning Division, PMO Ms. Elizabeth Baker, Head of Aid Management, MoF	<a href="mailto:mau.alipate@gmail.com">mau.alipate@gmail.com</a> <a href="mailto:ebaker@finance.gov.to">ebaker@finance.gov.to</a>
<b>Thursday 8 August</b>		
9.00am – 10.00am	Mr. Paula Ma'u, CEO MEIDECC Ms. Luisa T Malolo, MEIDECC Mr. Sione Fulivai, MEIDECC Mr. Mafua Maka, Director NEMO Mr. Maliu Takai, PREP Project Manager, Tonga	<a href="mailto:paulm@mic.gov.to">paulm@mic.gov.to</a> <a href="mailto:ltuiafitumalolo@gmail.com">ltuiafitumalolo@gmail.com</a> <a href="mailto:sionetfulivai@gmail.com">sionetfulivai@gmail.com</a> <a href="mailto:vaiutukakaumaka@gmail.com">vaiutukakaumaka@gmail.com</a> <a href="mailto:moeaotakai@gmail.com">moeaotakai@gmail.com</a>
10.15am – 12.00pm	Dr. Netatua Pelesikoti, Manager CSU	<a href="mailto:npelesikoti@finance.gov.to">npelesikoti@finance.gov.to</a>
2.00pm – 3.00pm	Ms. Luisa T Malolo, Climate Change Division, MEIDECC	<a href="mailto:ltuiafitumalolo@gmail.com">ltuiafitumalolo@gmail.com</a>
3.00pm - 5.00pm	Consolidation of consultation findings by mission partners	
<b>Friday 9 August</b>		
8.00am – 9.00am	Dr. Lia Maka, CEO Public Service Commission	<a href="mailto:lialatumaka@gmail.com">lialatumaka@gmail.com</a>
11.00am – 12.00pm	Exit briefing for CEO Finance	
2.00pm – 3.00pm	Ms. Ofa Mafi, DFAT	<a href="mailto:ofa.mafi@dfat.gov.au">ofa.mafi@dfat.gov.au</a>

#### PIFS & UNDP Team

- Mosese Sikivou, PREP Regional Coordinator, PIFS
- Aholotu Palu, PFM Advisor, PIFS
- Daniel Lund, PREP Resilient Development Advisor, PIFS
- Moortaza Jiwanji, Manager Pacific Risk Resilience Programme, UNDP
- Aminisitai Delaisainiai, Deputy Programme Manager, UNDP
- Nicola Glendining, Resilient Development Adviser, UNDP

#### Introduction

The PRRP II theory of change rests on a core assumption that Pacific Island people will be more resilient to the impacts of climate change and disasters if countries manage all development through a risk informed approach. The program further assumes that this will happen through **locally led change**, with different approaches emerging in each country context. Thus PRRP II's approach focuses on systems change at national, subnational and sectoral levels, integrating change within and subsequently between countries, to leverage greater momentum for long term transformation.

In order to determine interventions and identify programming entry points the programme has developed **design baseline** analyses for each programme country. It is proposed that these design baselines will be expanded upon within the first year of programming to provide a full information base against which to monitor and assess progress and effectiveness during implementation and at the completion of the programme.

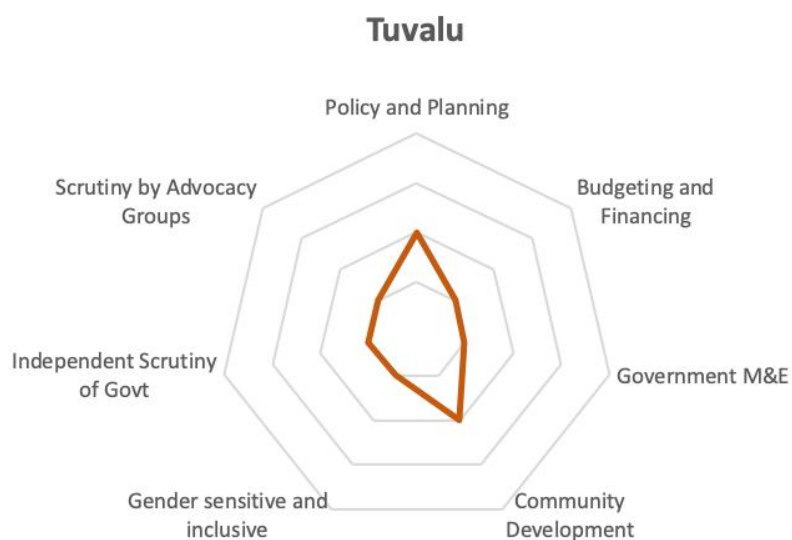
#### Design Baseline Focus

The design baseline data collection has focused on the following major areas:

- The extent to which risks are integrated into **national level planning and financing and monitoring and evaluation**, and how these influence the allocation of funding for development (including through reform of national development priorities, budget processes and financing systems and internal monitoring and evaluation processes).
- The extent to which risks are integrated into **community development**, including sectors, to influence the way in which these actors seek funding through risk informed project and programme design and implementation.
- The extent to which the **gender sensitive and inclusive** machinery inform risk informed budgeting and planning.
- The extent to which country **oversight and accountability** systems scrutinise for concerns relating to climate change and disaster risks, including by formal audit functions, parliaments, and advocacy groups.

An informal political economy analysis (PEA) was also undertaken in each country in an attempt to better understand issues around: who controls financial flows and narratives, what coalitions and partnerships exist and whether there are significant external influences and what their interests are. As part of the monitoring, evaluation and learning for the programme, comprehensive PEAs will be undertaken on a regular basis, and used to define programming entry points, as well as accurately report on results (for instance to understand attribution).

## Summary of Findings



### National planning and financing

Tuvalu has, and provides very strong leadership in the climate change space at the national level, in the region and globally. Significant progress has been made in recent years to control and directly access climate change financing, including being awarded accreditation as a National Implementation Partner for the Adaptation Fund in July 2019. Further, in relation to development planning and budgeting, the Te Kakeega III - National Strategy for Sustainable Development (2016-2020) and a number of sectoral policies (e.g. the Tuvalu Infrastructure Strategy and Investment Plan 2016 to 2025 and the National Building Code) emphasise the need for consideration of climate change and disaster risk in development activities.

However, planning and budgeting undertaken by central and line ministries, particularly that funded from domestic budget, largely do not consider risks associated with climate change, disaster or gender sensitivity and inclusion. There are a number of structural factors which contribute to this challenge, for example the Ministry of Finance and Economic Development (MFED) Project Proposal template and Budget New Funding Request Form which line ministries use to apply for development budget, do not have any risk criteria, and the ministry does not have internal climate change or disaster risk technical expertise. Similarly, the MFED planning and budget appraisal templates do not have climate change or disaster risk criteria.

In terms of monitoring and evaluation (M&E), individual climate change or disaster risk projects are thoroughly scrutinised both by donors and by the aid coordination functions of government, however the government's internal M&E system does not measure risk integration into development activities at all.

### Gender sensitive and socially inclusive considerations

There is a significant amount of work being undertaken through the Department of Gender Affairs in Tuvalu (nationally and donor funded) and a number of non-government organisations to advance equality, inclusion and representation of all genders. However very little of this

activity is influencing the climate change and disaster risk informed development space. For instance, there is a National Gender Policy in place, but the implementation of this has not been linked to or informing the climate change and disaster risk management activities, development implementation through sectors or activities of the central agencies. Similarly, a portion of climate change and/or development projects funded by donors require GSI to be considered, however there is no ongoing involvement from specialist actors such as the Department of Gender Affairs in development activities implemented through central agencies.

### **Risk informed community development**

There are a number of significant climate change adaptation and mitigation projects being undertaken in Tuvalu, including the USD38.9 million Green Climate Fund (GCF) Tuvalu Coastal Adaptation Project (TCAP). Similarly, projects which are delivered to communities through Funds (such as the Falekapule Trust Fund and the Tuvalu Trust Fund) often either focus on adaptation or mitigation, or are risk informed.

Despite the scope and scale of these CCDRM projects, development projects and programmes, particularly those delivered through line ministries, are often delivered with little or no consideration of climate change, disaster or gender and inclusion risks. This is due to a confluence of factors, including a lack of access to accessible and relevant climate change and disaster risk management, a lack of climate change, disaster or social inclusion technical expertise at the project implementation level, “projectisation” of donor funded activities, and existing geographical and governance challenges faced by the Falekaupule and the DRD in delivering to communities.

### **Oversight**

There is a strong internal audit process undertaken by MFED as part of ongoing development activities, but whether or not climate change, disaster or gender sensitive and inclusive risks are factored into development is not considered. External audits are undertaken by the Office of the Auditor General of Tuvalu, but similarly external audits do not take into consideration the existence of or extent to which risks are factored into development. The story is similar in relation to parliamentary oversight; committees do not currently scrutinise risk integration into development, and at present there is no budget briefing on climate change or resilient development.

### Introduction

The PRRP II theory of change rests on a core assumption that Pacific Island people will be more resilient to the impacts of climate change and disasters if countries manage all development through a risk informed approach. The program further assumes that this will happen through **locally led change**, with different approaches emerging in each country context. Thus, PRRP II's approach focuses on systems change at national, subnational and sectoral levels, integrating change within and subsequently between countries, to leverage greater momentum for long term transformation.

In order to determine interventions and identify programming entry points, **design baseline** analyses for each programme country have been developed. It is proposed that these design baselines will be expanded upon within the first year of programming to provide a full information base against which to monitor and assess progress and effectiveness during implementation and at the completion of the programme.

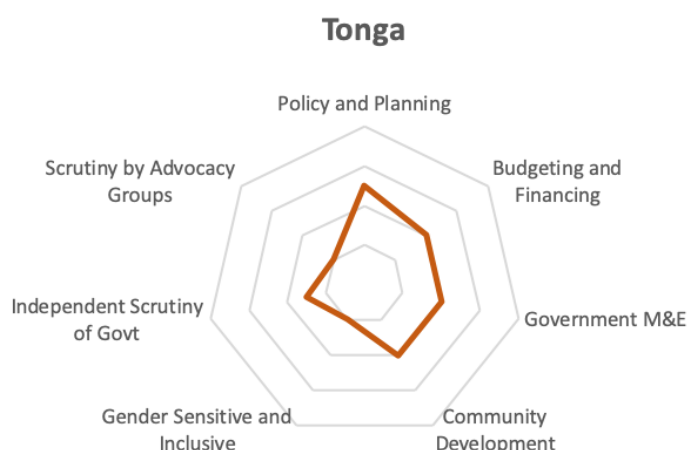
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- The extent to which country **oversight and accountability** systems scrutinise for concerns relating to climate change and disaster risks, including by formal audit functions, parliaments, and advocacy groups.

An informal political economy analysis (PEA) was also undertaken in each country in an attempt to better understand issues around: who controls financial flows and narratives, what coalitions and partnerships exist and whether there are significant external influences and what their interests are. As part of the monitoring, evaluation and learning for the programme, comprehensive PEAs will be undertaken on a regular basis, and used to define programming entry points, as well as accurately report on results (for instance to better understand attribution).

## Summary of Findings



### National planning and financing

The Tongan Government has been a global leader in developing a suite of national policies and plans that integrate climate change, disaster, gender and inclusion risk considerations, rather than treating them as stand-alone issues. These include (but are not limited to) development of a risk screening tool for the Project and Corporate Planning processes, inclusion of risk in the Ministry of Finance and National Planning (MFNP) project appraisal criteria and stipulation in the Budget Circular that risks must be considered as part of sectoral planning and budgeting.

However, the leadership shown to risk inform these national policies and plans has not yet translated to sector plans and policies and sub-national plans, and efforts at sectoral level aren't yet visible in central budget and planning appraisal. Additionally, central systems and processes have not been adjusted to aggregate risk and resilience factors. Doing so would allow the central agencies to better support the efforts of the sectoral and line agencies.

Similarly, whilst the country has clearly articulated a policy framework for addressing climate change and disaster risks through a Joint National Action Plan (JNAP) (and associated coordination structures), there is an opportunity to better align and integrate these with development planning and budgeting at national, sectoral and local levels.

In relation to financing for climate change, there is strong interest and progress being made in Tonga towards controlling and directly accessing funds, particularly seeking accreditation as a Green Climate Fund National Implementing Entity. There are, however, questions around the absorptive capacity of the country should significant climate finance projects be awarded.

In terms of monitoring and evaluation (M&E), individual climate change or disaster risk projects are thoroughly scrutinised both by donors and by the aid coordination functions of the MFNP, however quality of measurement through the government's internal M&E system (with the Prime Minister's Office (PMO)) is a challenge. The PMO have recently aligned the national M&E system indicators to the Tonga Strategic Development Framework and the Sustainable Development Goals, however this still needs to be operationalised through sectors.

### Gender sensitive and socially inclusive considerations

The consideration of gender and social inclusion when risk informing development in Tonga is in its early stages. GSi criteria has been included in the MFNP Risk Screening Toolkit, and there is a clear acknowledgement of the need for GSi considerations, however the systemic link between planning, budgeting and gender machinery is very limited. There is a significant amount of work being undertaken through the Women's Affairs Division (nationally and donor funded) and a number of non-government organisations to advance equality, inclusion and representation of all genders in Tonga. However very little of this activity is influencing the climate change and disaster risk informed development space.

### **Risk informed community development**

There is a strong appreciation for the need to enhance the resilience of development activities through sectors and communities in Tonga, however the response to this need is very siloed. For instance, the Ministries of Education, Agriculture and Internal Affairs, have embarked on a number of resilience strengthening initiatives, such as establishment of internal climate change and disaster risk management capacity and risk informing of the sector plan in agriculture; inclusion of climate change and disasters in the curriculum in education; and inclusion of climate change and disaster considerations in Community Development Plans by the Ministry of Internal Affairs.

Additionally, many donor funded projects in the Pacific have stringent internal risk management requirements, especially in relation to climate change and gender. With 41% of development projects in Tonga donor funded, and this strong appreciation of the need to enhance resilience from some sectors, there are many examples across the islands of risk informed development projects.

The challenge, however, is that these initiatives are not reported to or captured by MFNP or PMO through the formal planning, budgeting or M&E cycles. This is due to a confluence of factors, including a lack of access to accessible and relevant climate change and disaster risk management to the sectors (despite its existence in the government), a lack of "risk" technical expertise in most sectors or local government, or at the project implementation level, the projectisation of donor funded activities, and geographical and governance challenges faced by all of the above.

### **Oversight**

Tonga has recently established a dedicated parliamentary committee for the Sustainable Development Goals, who (once up and running) could scrutinise the degree to which planning, budgeting and implementation is risk informed. Parliamentary committees in Tonga consult with civil society and women's and youth groups, however the relationship between the private sector and parliament/government appears relatively disconnected.

The key ministries involved in planning, budgeting and oversight appear to work in silos, which impacts the ability to coordinate the mainstreaming of resilience through the public finance management process. An integrated approach to this by central line agencies is critical in ensuring that climate change and disaster risk management is adopted across all sectors and communities.



## Introduction

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## Summary of Findings



### National planning and financing

The Solomon Islands Government has demonstrated a strong commitment to addressing climate change and disaster risks in recent years, particularly in the policy, planning and legislative spheres. The most significant of which has been the stipulation of the importance of risk informed development in objective four of the **National Development Strategy** (2016-2035): “Resilient and environmentally sustainable development with effective disaster risk management, response and recovery” - targeting enablers of economic development, and building capacity to assess and understand risks, and respond to and recover from disasters, and address climate change. In an effort to operationalise the MNPDC developed a Risk Screening Toolkit for use by line ministries when drafting Medium Term Development Plan submissions.

In a similar vein, the **Ministry of Finance and Treasury** (MoFT) established an internal **climate finance unit** and is currently piloting a national climate finance tracking tool which will allow policy makers to plan more effectively on how to use climate finance.

Despite this significant progress, programme and project planning and budgeting, particularly for projects funded from domestic budget, for the most part **do not consider risks** associated with climate change, disaster or gender and vulnerability in design and implementation. There are a number of factors which contribute to this challenge, for example the MNDPC Risk Screening Toolkit is not used by line ministries because it is too complex and time consuming, and despite having climate change and disaster criteria in the MTDP Project Proposal template, the quality of assessment undertaken to complete this is low. Line ministries report that they do not all have internal climate change or disaster risk technical expertise, and the expertise within MNDPC is only relatively new. Monitoring, evaluation and learning practice is still in its infancy in MNPDC and in line ministries, and with the exception of donor funded projects do not capture information on resilience. Similarly, the MoFT budget appraisal templates do not have any climate change, disaster or gender risk criteria and the internal expertise (through the Climate Finance Unit) are limited in their influence to separate climate finance activities, as opposed to informing activities funded from recurrent and development budgets.

### Gender sensitive and socially inclusive considerations

There is a significant amount of work being undertaken through the Ministry of Women, Youth, Children and Family Affairs (MWYCFA) and a number of non-government organisations to advance equality, inclusion and representation of all genders in the Solomon Islands. At

present, very little of this activity is influencing the climate change and disaster risk informed development space. However, the influence of the MWYCFA on the day to day activities of line ministries is increasing through the establishment of gender focal points across all sectors. The remit of these focal points is initially to focus on fairness and equality of international operations (human resources), but in time is intended to expand to influencing sectoral and central agency development activities to ensure that they are cognisant of the differing needs of men, women, youth and children when making development decisions.

The risk screening template developed by the MNPDC explicitly recognises peoples differing needs, however (as discussed previously) this template is not currently being used by line ministries to inform decision making.

### **Risk informed community development**

There are a number of mechanisms through which projects and activities are implemented to communities in the Solomon Islands: directly from sectors (e.g. agriculture and education), through the MPGIS and Provincial Government, through Constituency Development Funds (CDF), and at times directly from donors to communities.

In some sectors there is a strong appreciation for the need to enhance the resilience of development activities, however the response to this need is very siloed. For instance, the Ministries of Education, Infrastructure and Agriculture have a number of resilience strengthening initiatives, but these are not linked or reported to MNPDC or MoFT through the formal planning, budgeting or M&E cycles. The Provincial Capital Development Fund also appears to deliver resilient infrastructure but in isolation of central government initiatives and systems.

Despite the scope and scale of the climate change and disaster risk management projects being delivered in Solomon Islands, stakeholders reported that often projects and programmes at the community level were delivered with little or no consideration of climate change, disaster or gender and inclusion risks. This is due to a confluence of factors, including a lack of access to accessible and relevant climate change and disaster risk management, a lack of “risk” technical expertise in MPGIS or Provincial Governments, or at the project implementation level, projectisation of donor funded activities, fragmentation of activities between the MPGIS and CDF, and geographical and governance challenges faced by all of the above.

### **Oversight**

External scrutiny and oversight of risk informed development in the Solomon Islands is in its early stages of development. There is no dedicated parliamentary committee on climate change in the Solomon Islands, however there is an Environment & Conservation Committee who engages in climate change issues. The Solomon Islands Office of the Auditor General undertook a Performance Audit of the country’s preparedness to Implement the Sustainable Development Goals (finding that preparedness to implement the 2030 Agenda was limited) but does not yet undertake performance auditing of climate change, disaster or gender mainstreaming through development. Civil Society Organisations do not currently play any role in budget formulation or oversight, and are involved on the periphery of some climate change financing activities, primarily as implementing partners.

### Introduction

The PRGP theory of change rests on a core assumption that Pacific Island people will be more resilient to the impacts of climate change and disasters if countries manage all development through a risk informed approach. The program further assumes that this will happen through **locally led change**, with different approaches emerging in each country context. Thus, PRGP's approach focuses on systems change at national, subnational and sectoral levels, integrating change within and subsequently between countries, to leverage greater momentum for long term transformation. In order to determine interventions and identify programming entry points the programme has developed **design baseline** analyses for each programme country and thematic areas such as the degree to which development is **gender sensitive and inclusive**. It is proposed that these design baselines will be expanded upon within the first year of programming to provide a full information base against which to monitor and assess progress and effectiveness during implementation and at the completion of the programme.

The design baseline data collection has focused on the following major areas: the extent to which the gender sensitive and inclusive machinery inform risk informed budgeting and planning; and the extent to which risks are integrated into: national level planning and financing and monitoring and evaluation; community development, including sectors; and oversight and accountability systems. An informal political economy analysis (PEA) was also undertaken in each country in an attempt to better understand issues around: who controls financial flows and narratives, what coalitions and partnerships exist and whether there are significant external influences and what their interests are. As part of the monitoring, evaluation and learning for the programme, comprehensive PEAs will be undertaken on a regular basis, and used to define programming entry points, as well as for reporting on results (for instance to understand attribution).

### Summary of Gender Sensitive and Inclusive Development Findings

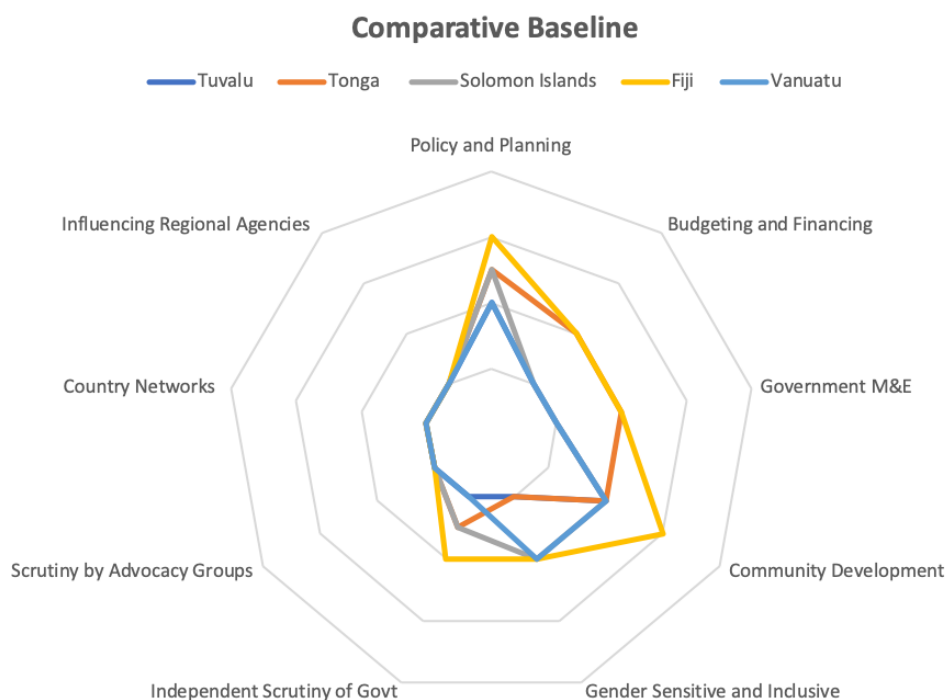
Regional: Climate change and disaster risk cannot be understood without recognising the gender and social dimensions of vulnerability and capacity. However, across the Pacific climate change and disaster projects and programmes are often undertaken with a strong emphasis on to the risks presented by natural hazards, but little to no consideration given to the differential impacts these hazards might have on different people. Similarly, when planners are making development decisions from within sectors, gender sensitive and inclusive considerations, as well as climate change and disaster risks, are for the most part absent. At the regional level the formation of a country-led knowledge network on GSi issues in relation to climate change and disasters, 'Protection in the Pacific' (ProPa) network has been a positive step towards inclusion of these voices in dialogue and policy, such as the FRDP. There also appears to have been a shift more recently to a greater inclusion of civil society voices representing gender and social inclusion considerations. However, these examples are still ad hoc and not representative of a substantive change in the way regional CCDRM programming is undertaken. The ProPa network, whilst formidable, only represented a small number of countries and has been less active in recent years, and the country voice on GSi is often still noticeably absent.

National planning and budgeting: Across most Pacific countries, there is a significant amount of activity in the gender and social inclusion space from Government Departments responsible for gender and social welfare, civil society organisations and partners to advance equality, inclusion and representation. However, across all countries the vast majority of this work is undertaken independently from government's core development activity and climate change and disaster risk activity. For instance, Department of Women and GSi CSOs are rarely consulted at the national level on substantive policy debates relating to climate change and disaster risks. In contrast, there has been notable progress in the influence of protection clusters, who in a number of countries now have a seat at the decision-making table in for immediate disaster response activities.

Oversight: Across the Pacific there are global, regional, national and local civil society organisations undertaking a vast array of gender, disability, youth, elderly and LGBTIQ+ support activities, in many cases incorporating advocacy on climate change and disaster related considerations. There have been efforts made to coordinate these efforts across different stakeholders (for instance the Australian Humanitarian Partnership and the Framework for Resilient Development in the Pacific), however for the most part these activities tend to be quite fragmented with inconsistent messaging around the primary issues. Although very active and vocal, GSi CSOs in the Pacific appear to rarely have access government decision making, or directly influence the way governments undertake their development activities. For instance, GSi CSOs are not invited to participate in budget scrutiny in any substantive way, and rarely participate in monitoring or evaluation at the project or programme level. Office of the Auditor General's in some countries have started undertaking Performance Audits of country's preparedness to Implement the Sustainable Development Goals, including SDG 5 on Gender Equality (early results have shown that preparedness to implement the 2030 Agenda was limited). Despite this progress, most countries do not yet undertake performance auditing of climate change, disaster or gender mainstreaming through development.

### **Country Specific Baselines**

The following is a sample of country specific baseline findings from Tuvalu, Tonga and Solomon Islands. These are illustrative of regional trends reflected in the sections above. The graph below shows the design baseline data that has been collected for a range of indicators (with gender sensitive and inclusive highlighted).



Fiji: The Ministry of Women, Children and Poverty Alleviation (MWCPA) has been a strong driver ensuring that climate change and disaster risk management, and risk informed development in Fiji adopt a “human centred” approach. This agenda has been driven by the leadership (both the Minister and the Permanent Secretary) and has been supported by a new internal climate change and disaster risk management position which since 2018 has been fully government funded. This position is responsible for leading on gender sensitive and inclusive considerations in disaster response through the Protection Cluster, as well as supporting the risk informing development agenda. On the latter, the Ministry has worked with Divisional Commissioners to develop a risk screening toolkit which has specific gender and social inclusion criteria, that was endorsed for use across all four divisions in Fiji in 2018. The CCDRM position has also been active in working with the Commissioner’s Office to ensure that the gender and social inclusion lens is considered on specific local government projects. Notwithstanding, there is a significant amount of ongoing work undertaken by the Ministry which, whilst irrefutably positive, is largely disconnected from the development sphere. At the regional level, MWCPA has been an active participant of the Protection in the Pacific (ProPa) Network, however this network hasn’t met since 2018.

Tuvalu: There is a significant amount of work being undertaken through the Department of Gender Affairs in Tuvalu (nationally and donor funded) and a number of non-government organisations to advance equality, inclusion and representation for all genders, youth, elderly, sexualities and people with disabilities. However very little of this activity is influencing the climate change and disaster risk informed development space. For instance, there is a National Gender Policy in place, but the implementation of this has not been linked to or informing the climate change and disaster risk management activities, development implementation through sectors or activities of the central agencies. Similarly, a portion of climate change and/or development projects funded by donors require GSi to be considered, however there is no

ongoing involvement from specialist actors such as the Department of Gender Affairs in development activities implemented through central agencies.

Tonga: The consideration of gender and social inclusion when risk informing development in Tonga is in its early stages. GSi criteria has been included in the MFNP Risk Screening Toolkit, and there is a clear acknowledgement of the need for GSi considerations, however the systemic link between planning, budgeting and gender machinery is very limited. There is a significant amount of work being undertaken through the Women's Affairs Division (nationally and donor funded) and a number of non-government organisations to advance equality, inclusion and representation of all genders in Tonga. However very little of this activity is influencing the climate change and disaster risk informed development space.

Solomon Islands: There is a significant amount of work being undertaken through the Ministry of Women, Youth, Children and Family Affairs (MWYCFA) and a number of non-government organisations to advance equality, inclusion and representation of all genders in the Solomon Islands. At present, very little of this activity is influencing the climate change and disaster risk informed development space. However, the influence of the MWYCFA on the day to day activities of line ministries is increasing through the establishment of gender focal points across all sectors. The remit of these focal points is initially to focus on fairness and equality of international operations (human resources), but in time is intended to expand to influencing sectoral and central agency development activities to ensure that they are cognisant of the differing needs of men, women, youth and children when making development decisions. The risk screening template developed by the MNPDC explicitly recognises peoples differing needs, however (as discussed previously) this template is not currently being used by line ministries to inform decision making.

Vanuatu: The Vanuatu Department of Women's Affairs (DWA), which is situated in the Ministry of Justice and Community Service, has strong leadership supporting the risk informed development agenda. The Department has a full-time climate change and disaster risk management focal point whose position has been fully government funded since 2018. This position was designed to be a focal point for the Protection Cluster as well as responsible for risk informing development, however when the design baseline assessment was undertaken the post was focused entirely on cluster work. There are also a number of non-government organisations who are actively working to advance equality, inclusion and representation of all genders, youth, elderly, sexualities and people with disabilities. It appears, however, that very little of this activity, from the Government of NGOs, is influencing the climate change and disaster risk informed development space. For instance, the National Gender Equality Policy (2015-2019), has not been linked to or informing the climate change and disaster risk management activities, development implementation through sectors or activities of the central agencies. The team understand a new Gender Policy will be launched in 2019, however it is unclear whether this link will be made.