

Assessment of Implementation of the Pacific Islands Framework for Action on Climate Change (PIFACC)



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For:

Pacific Regional Environment Programme (SPREP)

October, 2009

Executive Summary and Recommendations

In preparation for the upcoming meeting of the Pacific Climate Change Roundtable (PCCR), to be held in Majuro in October, 2009, the Pacific Regional Environment Programme (SPREP) commissioned a stocktake of the progress made in implementing the *Pacific Islands Framework for Action on Climate Change* (PIFACC) in terms of its principles and expected outcomes, with an emphasis on adaptation and the associated enabling environment. SPREP also sought recommendations on how to strengthen the PCCR in its functioning as a mechanism for improved regional coordination of climate change activities related to adaptation initiatives and the associated enabling environment. In addition, SPREP requested that the PCCR be provided with substantive technical and related advice based on an assessment of relevant current and ongoing climate change initiatives in the region.

A desktop review and longitudinal analysis of climate change and related activities in the region was conducted in order to assess the extent to which the activities have been responsive to the principles and expected outcomes of the PIFACC. The analysis built on a similar study undertaken by the World Bank. Information sources for the present study included various matrices of project and related activities. Each of the matrices fails to list all relevant projects, as well as all information for each project included in the matrix. They also contain redundancies and inconsistencies. No matrix can be considered reasonably up to date. Significantly, no matrix contained specific information as to when it was last updated.

In addition, several countries and development partners provided information and insights that helped inform the analysis and provided the basis for the recommendations. All Pacific island countries had considerable difficulty providing details of the climate change projects currently being implemented, as well as those undertaken during the last ten years.

The information in the matrices, as well as information provided by countries and other sources, was merged into a single data base – the “Integrated Data Base”, covering the period 1991 through to 2009. Every reasonable effort was made to ensure the data base was complete, up to date and consistent. This involved using a combined top-down and bottom-up process to ensure that the data base included all available information, and the information was consistent with that provided by the countries. The Integrated Data Base was used to assess implementation of the PIFACC. Given the content of the matrices from which it is derived, all information is input focused. This places a major constraint on the assessment.

The Integrated Data Base contains information on 499 projects implemented between 1991 and 2009, with a total value of USD 1,860 million. There are significant information gaps despite the Integrated Data Base being derived from a large number of information sources. If the matrices are to serve their intended purposes, including acting as tools for donor coordination and assessing implementation of the PIFACC, they should have complete information for each project and be kept up to date, including showing details of projects that are in the pipeline. The latter is important if donor coordination is to be improved. It is also desirable that relevant organizations devote resources to ensuring the historic validity of the matrices, so that trends in project activity can be assessed with greater reliability.

In addition, information should be provided for a comprehensive range of categories, covering all PIFACC principles, and with a focus on indicators of the outputs and outcomes achieved by each project during implementation. An advantage of this approach is not only to provide a sound basis for reporting on implementation of the PIFACC, but to also improve the quality of monitoring and evaluation at project level by moving away from input-based indicators to those which assess outputs and outcomes.

The number of projects has increased rapidly in recent years while the average duration of the projects has decreased slightly. However, calls for a programmatic approach have gone largely unheeded, the one notable exception being the Global Environment Facility's Pacific Alliance for Sustainability. On the other hand, the average value of a project has increased slightly, though the trend is obscured by large deviations in individual years. In recent years there has also been a rapid growth in the thematic diversity of projects. There has been a move away from multi-sectoral adaptation projects to those with a sector focus. Management of climate-related disasters has received increasing attention over time, while the number of capacity building projects has remained relatively high. Mitigation efforts have focused on investments in renewable energy, with some action on energy efficiency in recent years. Sustainable transport has received minimal attention. While Australia is clearly a key development partner in relation to assisting Pacific island countries to address climate change, it and many other donors use a variety of agencies to implement projects.

There is a widely held view that the PCCR overall, and the meetings which have been held, are largely ineffective in terms of contributing to the intended purpose of the PCCR. This includes it acting as a monitoring and evaluation mechanism for the PIFACC, serving as a coordinating body for activities under the Framework, and sharing lessons learned from best practices in the implementation of climate change and related initiatives. However, there is widespread agreement on the need for greater regional coordination in implementing not only the PIFACC but also the *Pacific Disaster Risk Reduction and Disaster Management Framework for Action*. There are many commonalities between the two Frameworks. The numerous synergies should be exploited in a more considered and comprehensive manner.

The changes in the region's institutional arrangements for addressing both climate change and natural disasters also reinforce the need for more effective coordination of climate adaptation, mitigation and disaster risk reduction in the region. The comparable role and comparative success of the Roundtable for Nature Conservation in the Pacific Islands, suggests that a "roundtable" mechanism is a logical way to enhance coordination and provide oversight of monitoring and evaluating implementation of the PIFACC, preparing lessons learned and documenting good practices.

The many shortcomings of the PCCR, as well as needs and opportunities, were highlighted at the 2008 meeting of the PCCR. However, to date there has been little effort to address them. The level of investment in climate change, including reducing the risks of climate-related disasters, as well as the multiplicity of partners and implementing agencies, highlight the need for improved oversight of implementation of the PIFACC and well as improving coordination and harmonization at the project level.

Two actions are proposed for immediate implementation if agreed at the upcoming meeting of the PCCR. These would address the urgent need for strong leadership and the currently limited capacity of SPREP to undertake the diverse tasks expected of an agency acting as the PCCR secretariat. These are:

- appoint an eminent person to provide leadership to ensure that decisions made at the meeting are implemented in a timely manner; and
- establish a unit within the University of the South Pacific, to provide technical and other support to SPREP, in its role as Secretariat to the PCCR.

The second proposal has a parallel in the Caribbean, where the University of the West Indies supports the work of the Caribbean Community Climate Change Centre.

Longer term action is also required. This could be framed by a mid-term review of the PIFACC, including an assessment of how it might be strengthened in light of the rapidly evolving climate change landscapes at national, regional and international levels. This

includes the increased understanding of the risks and opportunities climate change represents for the Pacific. The review would also make recommendations as to the structure and operations of the PCCR, as the key coordination and monitoring mechanism of the PIFACC. The issues and suggestions presented above could inform this aspect of the review.

The timing and locations of the PCCR meetings are generally determined by the availability of funding. Hence arrangements are largely reactive and not necessarily optimum in terms of timing, location and logistic arrangements. A more desirable approach would be to hold the PCCR meetings back-to-back with another event linked to the climate theme.

Collectively, these findings lead to six recommendations:

For immediate consideration and action:

- 1) Establish and maintain a single data base of climate change and related projects, including projects currently in the pipeline, with information for each project covering all PIFACC principles and focusing on indicators of the outputs and outcomes achieved by each project during implementation.
- 2) Take all reasonable steps to ensure the historic validity of information in the single data base, so that trends in project activity can be assessed with greater reliability.
- 3) Convene PCCR meetings at times and locations that maximize the coordination and integration opportunities while also delivering the greatest environmental benefits in terms of minimizing greenhouse gas emissions.
- 4) Appoint an eminent person to provide leadership to ensure that decisions made by the PCCR are implemented in a timely and effective manner.
- 5) Establish a unit within the University of the South Pacific, to provide technical and other support to SPREP, in its role as Secretariat to the PCCR.

For immediate consideration for longer-term action:

- 6) Conduct a mid-term review of the PIFACC, including an assessment of how it might be strengthened in light of the rapidly evolving climate change landscapes at national, regional and international levels, as well as providing recommendations on the most desirable structure and operations of the PCCR as the key coordination and monitoring mechanism of the PIFACC.

List of Abbreviations

ADB	Asian Development Bank
AusAID	Australian Agency for International Development
CROP	Council of Regional Organizations of the Pacific
DPCC	Development Partners for Climate Change
FCLP	Future Climate Leaders' Programme
ICCAI	International Climate Change Adaptation Initiative
NZAID	New Zealand Agency for International Development
SOPAC	Pacific Islands Applied Geosciences Commission
SPREP	Pacific Regional Environment Programme
PACC	Pacific Adaptation to Climate Change
PCCR	Pacific Climate Change Roundtable
PDRMPN	Pacific Disaster Risk Management Partners Network
PIFACC	Pacific Islands Framework for Action on Climate Change
SPC	Secretariat for the Pacific Community
UNDP	United Nations Development Programme
USD	United States Dollar

1. Introduction

The Pacific Islands Framework for Action on Climate Change (2006-2015) (PIFACC) was endorsed by Pacific Leaders at the 36th Pacific Islands Forum held in 2005. It was re-affirmed in their Niue Declaration of 2008. Pacific Leaders recognize the importance of their countries and territories taking action to address climate change through their national development strategies, or the equivalent, linked in turn to national budgetary and planning processes. PIFACC builds on *The Pacific Islands Framework for Action on Climate Change, Climate Variability and Sea Level Rise 2000-2004*.

In 2005 the Pacific Climate Change Roundtable (PCCR) met to review the PIFACC. One outcome was a proposal to develop an action plan for implementation of the Framework. *The Action Plan for the Implementation of the Framework for Action on Climate Change* was subsequently prepared. In the Plan national activities are complemented by regional programming. The Plan also provides an indicative menu of options for action on climate change. In order to ensure appropriate coordination of activities under the Framework, the PCCR was reconstituted, with the Pacific Regional Environment Programme (SPREP) being called on to convene regular meetings of the PCCR inclusive of all regional and international organizations, as well as civil society organizations, with active programmes on climate change in the Pacific region.

In preparation for the next PCCR meeting (Majuro, 19th – 21st October, 2009), SPREP commissioned a stocktake of the progress made in implementing the PIFACC in terms of its principles and expected outcomes, with an emphasis on adaptation and the associated enabling environment. SPREP also sought recommendations on how to strengthen the PCCR in its functioning as a mechanism for improved regional coordination of climate change activities related to adaptation initiatives and the associated enabling environment. In addition, SPREP requested that the PCCR be provided with substantive technical and related advice based on an assessment of relevant current and ongoing climate change initiatives in the region. More details of the work tasks are provided in Annex 1.

2. Pacific Islands Framework for Action on Climate Change

The goal of the PIFACC is to ensure that Pacific Island people and communities build their capacity to be resilient to the risks and impacts of climate change. The key objective is to deliver on expected outcomes under the following themes (“principles”):

- implementing adaptation measures;
- governance and decision-making;
- improving our understanding of climate change;
- education, training and awareness;
- contributing to global greenhouse gas reduction; and
- partnerships and cooperation.

The Framework runs from 2006-2015. It is consistent with the timeframes of the Millennium Declaration, the Johannesburg Plan of Implementation and the subsequent work of the UN Commission on Sustainable Development. The Framework is intended to promote links with, but in no way supersedes, more specific regional and national instruments and plans across specific sectors that link to weather and climate including water, agriculture, energy, forestry and land use, health, coastal zone management, marine ecosystems, ocean management, tourism and transport.

3. Action Plan for the Implementation of the Framework for Action on Climate Change

The PCCR meeting held 2005 in Madang, Papua New Guinea, reviewed the PIFACC and scoped development of an action plan to implement the Framework. *The Action Plan for the Implementation of the PIFACC* was approved in 2006. The Action Plan, which runs through to 2015 is intended to contribute to the implementation of the Framework through actions taken in response to meeting the key outcomes under each of the PIFACC principles. It is regional in nature, with national activities complemented by regional programming in support. It provides an indicative menu of options for action on climate change.

The Plan identifies key thematic areas in Pacific island countries and territories that will be impacted by climate change. The key areas are food security and agriculture, health, coastal areas and infrastructure and water resources. Sectors of importance to the sustainable development of Pacific island countries and territories, and which are also considered, include tourism, land-based resources, fisheries, industry and biodiversity. Implementation of the Framework and Plan is based around the activities needed to deliver the outcomes related to the six main principles.

4. Pacific Climate Change Roundtable

In order to ensure appropriate coordination of activities under the PIFACC, the PCCR was reconstituted, with SPREP being called on to convene regular meetings of the PCCR and act as the secretariat. The PCCR is expected to:

- act as a monitoring and evaluation mechanism for the action plan;
- serve as a coordinating body for activities under the Framework;
- oversee an on-line forum through which a matrix of project and related activities can be regularly updated and other information can be shared, including through the SPREP climate change portal;
- help update Pacific island countries and territories on regional and international actions undertaken in support of the Framework;
- share lessons learned from best practices in the implementation of climate change programmes;
- voluntarily lead or collaborate in implementing and monitoring actions relevant to their priorities and work programmes;
- agree on mechanisms for measuring progress, identifying difficulties, and addressing actions needing special attention; and
- disseminate information on new and existing funding modalities and opportunities.

It is intended that the PCCR meet at least once a year. However, this is conditional on funding support for the PCCR being provided by traditional donors as well as other interested countries and organizations. SPREP, acting as the secretariat for the PCCR and in cooperation with the Council of Regional Organizations of the Pacific (CROP), drafts the agenda for the PCCR, circulates these to national climate change focal points for final clearance, issues invitations to countries and territories and relevant organizations, and arranges financing for the participation of delegates from relevant countries and territories. Member agencies of the CROP, as well as relevant non-member agencies, have been urged to appoint focal points for the PCCR, as appropriate, and ensure their participation in the PCCR. The intention is for all interested countries, organizations, agencies and civil society stakeholders to be able to participate in PCCR meetings, with the rules of procedure fostering an interactive, multi-disciplinary and inclusive dialogue. SPREP is expected to keep all focal points up to date, by way of the climate change portal.

5. Methodology

A desktop review and longitudinal analysis of climate change and related activities in the region was conducted in order to assess the extent to which the activities have been responsive to the principles and expected outcomes of the PIFACC. The analysis built on a similar study undertaken by the World Bank¹. Those results were presented by the World Bank and SPREP at the 1st and 2nd High Level Meetings on Climate Change Adaptation, held in 2002 and 2003, respectively².

Information sources for the present study also included various matrices of project and related activities, and specifically those prepared by:

- the United Nations Development Programme (UNDP), as part of its scoping study for a climate change centre located in Apia as well as a matrix prepared by the UNDP Multi-country Office located in Fiji;
- the World Bank, as part of its contribution to the work of the PCCR;
- Development Partners for Climate Change (DPCC) – governmental and related agencies located in Suva who meet regularly to facilitate coordination of development partner activities in the Pacific related to climate change;
- the Pacific Islands Applied Geosciences Commission (SOPAC), containing information on disaster management and related projects, and prepared for the Pacific Disaster Risk Management Partners Network (PDRMPN);
- SOPAC on behalf of the DPCC – an online partnership matrix;
- the Australian Agency for International Development (AusAID), as a result of a specific request for information related to the present study;
- the New Zealand Agency for International Development (NZAID) and specifically its matrix of NZAID Climate Change Related Activities;
- Yumiko Asayama, to underpin her study of donor assistance for adaptation by Pacific island countries; and
- countries, as a result of a specific request for information relevant to the present study.

Table 1 provides information on each of the above matrices as well as the information provided by certain countries. In addition, several countries and development partners provided further information and insights that helped inform the analysis and provided the basis for the recommendations on how to strengthen the PCCR in its functioning as a mechanism for improved regional coordination of climate change activities. This information included the country presentations at the March 2009 workshop in Brisbane, Australia, convened by AusAID as part of Australia's International Climate Change Adaptation Initiative (ICCAI).

All Pacific island countries were asked to provide the following information: type of activity; project title, brief description; thematic focus; nature of activity; start and end years; implementing agency; total cost; and source of funding. In every case only partial information was provided. They all had considerable difficulty providing details of the climate change projects currently being implemented, as well as those undertaken during the last ten years.

¹ As part of the study resulting in the publication "Not If, But When: Adapting to Natural Hazards in the Pacific Islands Region; A Policy Note", World Bank, 2006.

² The cooperation of Ms Sofia Bettencourt is acknowledged with gratitude. She provided all spreadsheets used in preparation of "Not If, But When", and for results presented at the two High Level Meetings.

Table 1**The Matrices of Project and Related Activities**

Source of Matrix or Other Information	Last Updated ¹
UNDP	April, 2009
World Bank	November, 2004
DPCC	November, 2008
PDRMPN	June, 2009
DPCC – online	Unknown
AusAID	September, 2009
NZAID	September, 2009
Asayama	June, 2008
Cook Islands	September, 2009
Fiji	September, 2009
Kiribati	September, 2009
Nauru	September, 2009
Niue	September, 2009
RMI	September, 2009
Samoa	September, 2009
Solomon Islands	September, 2009
Vanuatu	September, 2009

¹ Many of these estimates are highly uncertain.

The information in the matrices listed above was merged into a single data base – the “Integrated Data Base”, covering the period 1991 through to 2009. Details of the project information included in this data base are given in Table 2. Every reasonable effort was made to ensure the data base was complete, up to date and consistent. This involved using a combined top-down and bottom-up process to ensure that the data base included all available information, and the information in the various matrices was consistent with that provided by the countries. A significant challenge was to avoid double accounting. This can occur, for example, when a donor funded project implemented by a CROP agency is included in the data base as both a donor project and a CROP agency project.

Table 2**Details of the Integrated Data Base**

Number of Projects in Data Base	499
Data Base Categories	Number of Missing Entries
Source of Information	0
Project Title	46
Thematic Category ¹	0
Cost	156
Cost (USD)	156
Start Year	36
Project Duration	36
Principal Source of Funding	4
Geographical Coverage ²	0
Principal Implementing Agency	7

¹ See Table 5 for the list of thematic categories.

² Individual country, multi-country or regional

The cost of each project was converted from the designated currency to United States dollars (USD). Average exchange rates for the twelve months to September 2009 were

used.³ This is an acknowledged shortcoming of the data base. There was insufficient time to determine the appropriate exchange rate at project inception, or for some other relevant time.

The Integrated Data Base was used to assess implementation of the PIFACC. Given the content of the matrices from which it is derived, all information is input focused. This places a major constraint on the assessment.

6. Findings

a) The Matrices and other Information Sources

Each of the matrices listed in Table 1 fails to list all relevant projects, as well as all information for each project listed. They also contain redundancies and inconsistencies. In addition, Table 1 shows that no matrix can be considered reasonably up to date. Significantly, no matrix contained specific information as to when it was last updated. This includes the online matrix managed by SOPAC on behalf of the Development Partners in Climate Change.

Table 2 lists the number of projects included in the Integrated Data Base, as well as the number of missing entries for each of the data base categories. The latter information highlights that there are significant information gaps despite the Integrated Data Base being derived from a large number of information sources.

The PDRMPN data base has, arguably, the highest quality and relevance of all the matrices used in the current study. It is reasonably up to date and records information not included in any of the other data bases, such as qualitative details of project outputs and outcomes. However, the matrix does not give details of the currency used when stating the cost of a project.

If the matrices are to serve their intended purposes, including acting as tools for donor coordination and assessing implementation of the PIFACC, they should have complete information for each project and be kept up to date, including showing details of projects that are in the pipeline. This is important if the data base is to contribute meaningfully to donor coordination. It is also desirable that relevant organizations devote resources to ensuring the historic validity of the matrices, so that trends in project activity can be assessed with greater reliability.

In addition, information should be provided for a comprehensive range of categories, covering all PIFACC principles, and with a focus on indicators of the outputs and outcomes achieved by each project during implementation.⁴ Table 3 proposes some indicators based on the six PIFACC themes, and provides examples of what might be reported completion of a project. An advantage of this approach is not only to provide a sound basis for reporting on implementation of the PIFACC, but to also improve the quality of monitoring and evaluation at project level by moving away from input-based indicators to those which assess outputs and outcomes.

³ <http://www.xe.com/ucc/>

⁴ It is important that the data base includes information on outputs and outcomes that were achieved, rather than those that were planned. There is often a significant difference between the two.

Table 3

Possible Indicators for Reporting Outputs and Outcomes

PIFACC Themes	Adaptation	Governance and Decision Making	Improved Understanding	Education, Training and Awareness	Contributing to Global Greenhouse Gas Reduction	Partnerships and Cooperation
Example of PIFACC Outcome	Adaptation measures to the adverse effects of climate change developed and implemented	Climate change considerations mainstreamed into national policies, planning processes, plans and decision-making	Technical data sets integrated with relevant climatic, environmental, social and economic information and data sets, and traditional knowledge for risk management	Strengthened human capacity to identify and integrate economic, scientific and traditional knowledge into adaptation and greenhouse gas reduction practices	Energy efficiency actions and cost effective technologies promoted and implemented	Enhanced coordination of regional action on climate change issues
Category in Reporting Matrix	% of assets, population or production at reduced risk	% of national development plans that recognize climate change as a risk to sustainable development	% of national decision support systems that include information related to climate risk	Number of tertiary graduates with climate change training	Tonnes of carbon emissions avoided (per year)	% of all implemented and planned projects fully documented in regional project reporting matrix
Example Project or other Initiative	PACC	PACC	PACC	FCLP/ICCAI	Greenhouse Gas Abatement through Energy Efficiency in the Land Transportation & Electricity Sectors of Samoa	PCCR
Example Indicator	% of coastal road in Kosrae designed to be resilient to climate change	% of national development plans that reduce climate change risk to sustainable development	% of national coastal management guidelines that address coastal risks	Number of FCLP scholarship students graduating from USP and UPNG with climate change qualifications to postgraduate diploma level	Tonnes of carbon emissions avoided (per year)	% of all implemented and planned projects fully documented in regional project reporting matrix

b) Implementation of PIFACC

The Integrated Data Base was used to assess implementation of the PIFACC. As noted above, due to the limited information contained in the original matrices, this assessment considers inputs only. Table 4 summarizes the entries in the data base, for national, multi-country and fully regional projects. Between 1991 and 2009, 499 projects were implemented, with a total value of USD 1,860 million. Fiji had the greatest number of national activities while PNG received the greatest investment. This reflects the many large infrastructure investment projects that included climate resilient design.

Table 4
Summary of Project Numbers and Costs

Country	Number of Projects	Total Value of Projects (million USD)	Number of Projects not Valued	Average Value of Projects (million USD)
Cook Islands	11	35.9	2	4.0
Fiji	46	122.2	7	3.1
FSM	8	8.5	5	2.8
Kiribati	22	31.8	5	1.9
RMI	2	1.1	0	0.5
Nauru	10	3.6	4	0.6
Niue	2	0	2	N/A
Palau	12	11.2	5	1.6
PNG	19	874.5	11	109.3
RMI	16	11.1	3	0.9
Samoa	39	109.0	10	3.8
Solomon Islands	23	87.7	8	5.8
Tokelau	2	0.3	1	0.3
Tonga	16	21.2	7	2.4
Tuvalu	11	6.4	4	0.9
Vanuatu	26	40.2	3	1.7
Multi-country	66	171.9	23	4.0
Regional	170	324.5	61	3.0
TOTAL	499	1,860.0	161	5.5

Figure 1 shows that the number of projects has increased rapidly in recent years while the average duration of the projects has decreased slightly. Calls for a programmatic approach have gone largely unheeded, the one notable exception being the Global Environment Facility's Pacific Alliance for Sustainability. On the other hand, the average value of a project has increased slightly, though the trend is obscured by large deviations in individual years. In this respect, 2003 is interesting – the number of new projects decreased slightly, while their average value increased. Project duration was at an all time high for the decade. These are signs of a move to longer, higher value projects, but the change was not sustained.

Table 5 shows the breakdown of project activity by thematic category and year. In recent years there has been a rapid growth in not only the number but also the thematic diversity of projects. The low number of projects in 2009 is likely a consequence of many matrices not being up to date (see Table 1). There has been a move away from multi-sectoral adaptation projects to those with a sector focus. Management of climate-related disasters has received increasing attention over time, while the number of capacity building projects has remained relatively high. Mitigation efforts have focused on investments in renewable energy, with some interest in energy efficiency in recent years. Sustainable transport has received minimal attention.

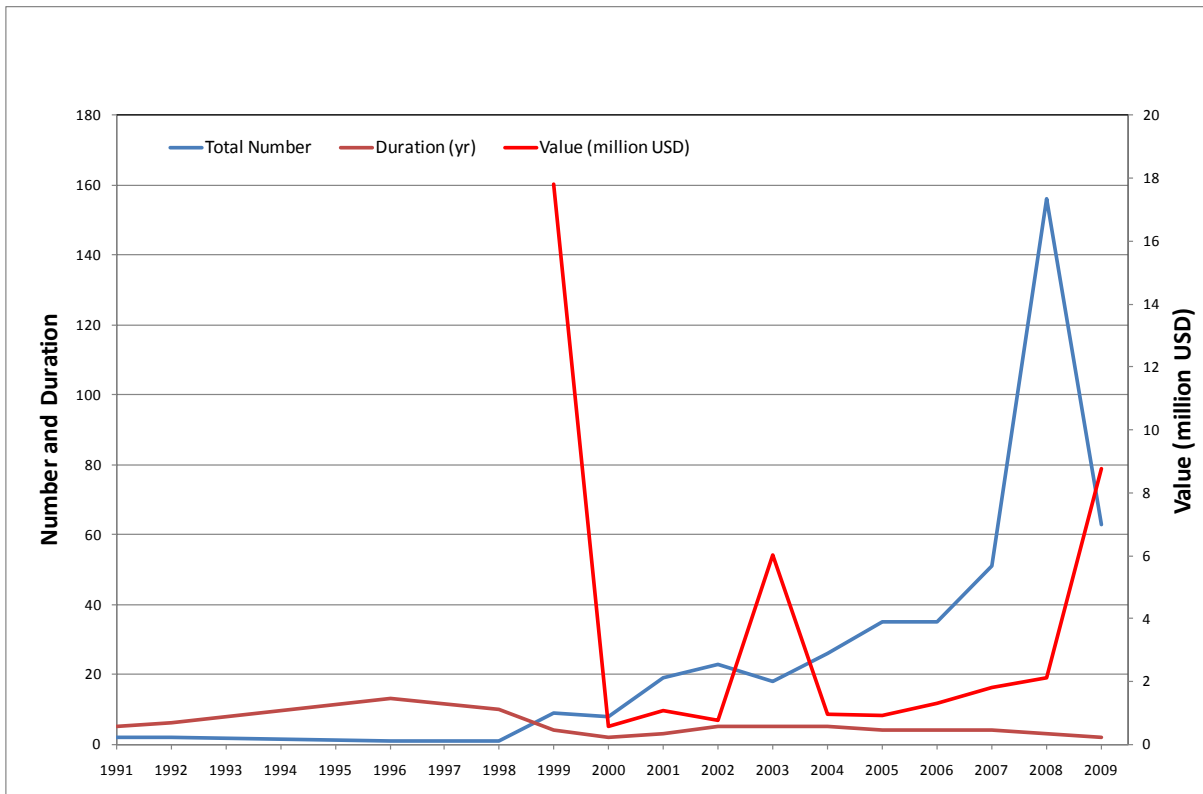


Figure 1. Total number of projects, and average duration and value of projects, by year.

These general patterns are shown in Figure 2. The six sectoral adaptation categories have been combined, as have the three mitigation categories. There has been a move away from multi-sectoral adaptation projects to those with a single sector focus. The number of mitigation projects has grown rapidly in recent years, as have projects related to the management of climate-related disasters.

Table 6 shows the principal sources of project funding while Table 7 identifies the principal implementing agencies. While Australia is clearly a key development partner in relation to assisting Pacific island countries to address climate change, it and many other donors use a variety of agencies to implement projects.

7. Strengthening the Pacific Climate Change Roundtable

a) Overview

This section provides guidance on how best to strengthen the PCCR in terms of it serving as a mechanism for improved regional coordination of climate change activities and improving the associated enabling environment. Informal consultations were held with key national and regional stakeholders. A widely held view is that the PCCR as a whole, and the meetings which have been held, are largely ineffective in terms of contributing to the main functions of the PCCR. This includes it acting as a monitoring and evaluation mechanism for the PIFACC, serving as a coordinating body for activities under the Framework, and sharing lessons learned from best practices in the implementation of climate change programmes.

Table 5

Number of Projects by Year and Thematic Category

Year	Capacity Building	Adaptation								Mitigation and/or Adaptation	Mitigation			Total
		Multi-sectoral	Food Security	Water Security	Health	Coastal Management	Infra-structure	Main-streaming	Disaster Risk		Land Management	Energy Efficiency	Renewable Energy	
1991	2													2
1992								2						2
1993														
1994														
1995														
1996			1											1
1997														
1998	1													1
1999	3	1						1	3					9
2000	6								1			1		8
2001	10	6							2			1		19
2002	14	4						1	3			1		23
2003	4	1	3	2				2	4			2		18
2004	4		9					3	7			3		26
2005	7	2	2	2				2	4	1	2	12	1	35
2006	10	3	5	3			1	2	5		1	5		35
2007	5	1	5	5			3	1	19		1	10		51
2008	25	4	13	4	4	4		7	44	1	6	28		156
2009	9	6	7		1	17	8	3	6	4	1	18		63
Total	100	28	45	16	5	21	13	24	98	6	11	81	1	

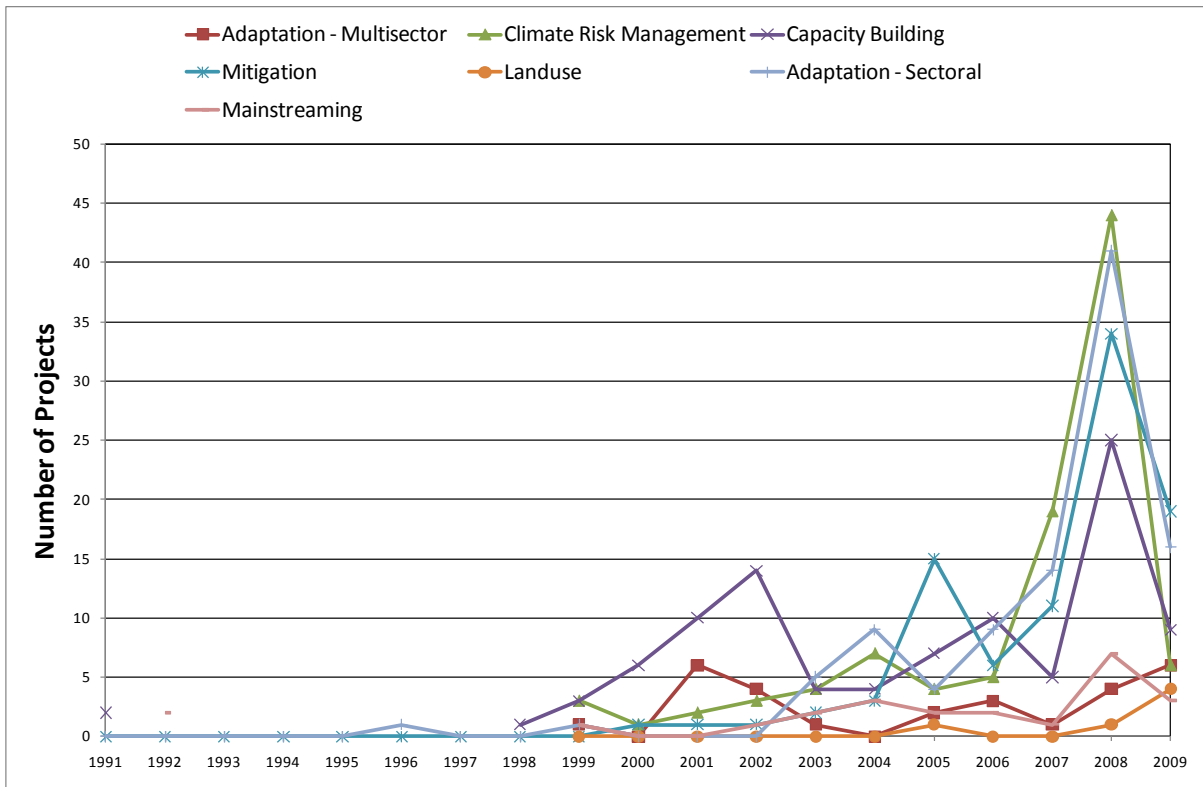


Figure 2. Number of projects in given thematic categories, by year.

Table 6

Principal Sources of Project Funding

Principal Funding Sources	Number of Projects Funded (1991-2009)
Australia	96
UNDP	56
European Union	49
New Zealand	44
Global Environment Facility	40
Asian Development Bank	35
Food and Agricultural Organization	26
Japan	24
Other UN Agencies	23
World Bank	13

Table 7

Principal Implementing Agencies

Principal Implementing Agencies	Number of Projects Implemented (1991-2009)
UNDP	79
SOPAC	77
AusAID	43
Pacific Island Governments	38
ADB	32
World Bank	26
European Union	24
NZAID	22
Food and Agricultural Organization	22
SPC	16
SPREP	14
Japan International Cooperation Agency	13
University of the South Pacific	12
Red Cross	11

There is widespread agreement on the need for greater regional coordination in implementing not only the PIFACC but also the *Pacific Disaster Risk Reduction and Disaster Management Framework for Action*. There are many commonalities between the two Frameworks (Table 8). The numerous synergies should be exploited in a more considered and comprehensive manner.

Recently the Forum Leaders agreed on new institutional arrangements and rationalisation of programmes and services of the three CROP agencies, SPREP, SOPAC and the Secretariat of the Pacific Community (SPC). Effective 2010, the following specific SOPAC functions will be transferred to SPREP: the Pacific Islands Global Ocean Observing System, the Islands Climate Update, the Climate and Meteorological Database, and the component of the energy sector relating to monitoring and evaluation of greenhouse gases and the Clean Development Mechanism. The remaining functions of SOPAC will be transferred to SPC, as a new Geoscience Division. These changes reinforce the need for effective coordination of climate adaptation, mitigation and disaster risk reduction in the region. The comparable role and comparative success of the Roundtable for Nature Conservation in the Pacific Islands, suggests that a “roundtable” mechanism is indeed a logical way to enhance coordination and provide oversight of monitoring and evaluating implementation of the PIFACC, preparing lessons learned and documenting good practices.

The many shortcomings of the PCCR, as well as needs and opportunities, were highlighted at the 2008 meeting of the PCCR. However, to date there has been little effort to address them. The proposal was to establish a Roundtable Committee comprising representatives from across the region, and beyond if appropriate. SPREP would act as Secretariat to the Committee, which would operate under an agreed terms of reference, including certain executive powers delegated by the PCCR itself. The Committee would ensure that work agreed to at the PCCR meetings is undertaken intersessionally.

Table 8. Frameworks for Disaster Management, Climate Change Adaptation and the Present Synthesis
(Source: World Bank, 2009)

<i>Disaster management framework^a</i>	<i>Climate change framework^b</i>	<i>Enabling environment and process outcomes^c</i>	<i>Framework for present synthesis: Key requirements</i>
Governance: organizational, institutional, policy and decision-making frameworks	Governance and decision-making	Good governance and informed decision-making	Governance: organizational, institutional, policy and decision-making frameworks, fostering effective leadership and coordination, and informed decision-making
	Partnerships and cooperation	Effective leadership and coordination amongst government and regional agencies	
Knowledge, information, public awareness and education	Education, training and awareness	Wider knowledge and decision support tools	Creation and application of knowledge, skills, wider understanding and decision-support tools and building absorptive capacity
		Awareness raising and wider capacity building	
Analysis and evaluation of hazards, vulnerabilities and elements at risk	Improving our understanding of climate change	Assessments of risk and vulnerability	Analysis and evaluation of climate and other natural hazard risks and associated vulnerabilities
Planning for effective preparedness, response and recovery		Mainstreaming risk reduction into plans, policies, legislation, regulations	Well-organized and integrated policy, planning and budgetary processes, including mainstreaming risk reduction into national and sector plans, policies, legislation, regulations
		Well-organized and integrated policy, planning and budgetary processes	
Effective, integrated and people-focused early warning systems			Effective, integrated and people-focused early warning systems
Reduction of underlying risk factors	Implementing adaptation measures		Reduction of underlying risk factors through adaptation and other interventions
		Grassroots action by the private sector and civil society	Mobilizing and capturing the benefits of grassroots action by the private sector and civil society
		Harmonization of needs-driven donor contributions	Harmonization of needs-driven donor contributions
		Monitoring and evaluation	Monitoring and evaluation

^a Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015.

^b Pacific Islands Framework for Action on Climate Change.

^c Adapted from World Bank (2008).

The timing and locations of the PCCR meetings are generally determined by the availability of funding. Hence arrangements are largely reactive and not necessarily optimum in terms of timing, location and logistic arrangements. A more desirable approach would be to hold the PCCR meetings back-to-back with another event linked to the climate theme. An obvious and logical candidate is the annual meeting of the Pacific Platform for Disaster Risk Management. Another option would be to link to the annual meeting of the SPREP Council. Such coordination would deliver numerous benefits, not only thematically and logistically, but also environmentally in terms of reduced greenhouse gas emissions related to travel.

b) Moving Forward

The level of investment in climate change, including reducing the risks of climate-related disasters, as well as the multiplicity of partners and implementing agencies, highlight the need for improved oversight of implementation of the PIFACC and well as improving coordination and harmonization at the project level. There would be considerable value in implementing two actions immediately, if agreed at the upcoming meeting of the PCCR. These would address the urgent need for strong leadership and the currently limited capacity of SPREP to undertake the diverse tasks expected of an agency acting as the PCCR secretariat. The two actions are:

- appoint an eminent person to provide leadership to ensure that decisions made at the meeting are implemented in a timely manner; the person appointed to this role should be of high standing regionally and internationally, impartial, exceptionally well informed and perceptive, an excellent communicator, and tactical and strategic in their thinking and advice; and
- establish a unit within the University of the South Pacific, to provide technical and other support to SPREP, in its role as Secretariat to the PCCR.

The second suggestion has a parallel in the Caribbean, where the University of the West Indies supports the work of the Caribbean Community Climate Change Centre. The latter was created by the Caribbean Heads of Government, to provide permanent capacity in the region to address climate change. A memorandum of understanding between the University of the South Pacific and SPREP could include the University providing technical and policy-related backstopping to SPREP across all aspects of climate change, with the Centre eventually being identified as a Climate Change Support Unit; this would include the Unit supporting the work of the Pacific Climate Change Roundtable.

Longer term action is also required. This could be framed by a mid-term review of the PIFACC, including an assessment of how it might be strengthened in light of the rapidly evolving climate change landscapes at national, regional and international levels. This includes the increased understanding of the risks and opportunities climate change represents for the Pacific. The review would also make recommendations as to the structure and operations of the PCCR, as the key coordination and monitoring mechanism of the PIFACC. The issues and suggestions presented above could inform this aspect of the review.

8. Recommendations

For immediate consideration and action:

- 1) Establish and maintain a single data base of climate change and related projects, including projects currently in the pipeline, with information for each project covering all PIFACC principles and focusing on indicators of the outputs and outcomes achieved by each project during implementation.

- 2) Take all reasonable steps to ensure the historic validity of information in the single data base, so that trends in project activity can be assessed with greater reliability.
- 3) Convene PCCR meetings at times and locations that maximize the coordination and integration opportunities while also delivering the greatest environmental benefits in terms of minimizing greenhouse gas emissions.
- 4) Appoint an eminent person to provide leadership to ensure that decisions made by the PCCR are implemented in a timely and effective manner.
- 5) Establish a unit within the University of the South Pacific, to provide technical and other support to SPREP, in its role as Secretariat to the PCCR.

For immediate consideration for longer-term action:

- 6) Conduct a mid-term review of the PIFACC, including an assessment of how it might be strengthened in light of the rapidly evolving climate change landscapes at national, regional and international levels, as well as providing recommendations on the most desirable structure and operations of the PCCR as the key coordination and monitoring mechanism of the PIFACC.

9. References

World Bank. 2008: Reducing the Disaster- and Climate- Related Risks in the Pacific Islands. Regional Stocktake Report. World Bank Group.

World Bank, 2009: Preparedness, Planning, and Prevention: Assessment of National and Regional Efforts to Reduce Natural Disaster and Climate Change Risks in the Pacific. Synthesis Report, World Bank Group (in preparation).

Annex 1

Terms of Reference

Provide an update on progress made against the PIFACC principles and expected outcomes related to adaptation initiatives and the associated enabling environment, and recommendations on how to strengthen the PCCR by providing substantive technical and related advice to the PCCR based on an assessment of relevant current and ongoing climate change initiatives in the region, and on how to improve the PCCR in its functioning as a mechanism for improved regional coordination of climate change activities related to adaptation initiatives and the associated enabling environment.

Tasks

Undertake a desk study review and analysis of adaptation to climate change and related climate change activities in the region over time and to assess to what extent these activities have been responsive to the principles and expected outcomes of the PIFACC. Among the information resources to be consulted for this analysis are the various M&E matrices developed by UNDP, World Bank and DPCC. This work should build on a similar study that was presented by the World Bank and SPREP at the 1st and 2nd High Level Meeting on Climate Change Adaptation (2002 & 2003).

The analysis shall include, but not be limited, to addressing the following:

- Thematic areas/sectors of focus/priority for PICs in relation to adaptation to climate change and related climate change activities, and gaps identified
- Progress over time on achievement of the expected outcomes related to the PIFACC principles concerning adaptation and the associated enabling environment
- Contribution of donor funding towards achieving the expected outcomes

Provide substantive technical and related advice to the PCCR on current and anticipated activities, with a view to strengthening the functioning of the PCCR as a mechanism for improved regional coordination of climate change activities.

Outputs

Report and PowerPoint presentation that graphically illustrate the findings of the review, to enable the PCCR to assess progress and to initiate a gap analysis. These outputs should also include recommendations for improvement in the functioning of the PCCR, bearing in mind linkages to the work to be commenced on a Pacific Climate Change Portal and development of the Australian climate change platform in the Pacific.

A narrative report describing activities carried out by the consultant in pursuit of the above tasks, as well as indicative advice for the future work on climate change activities.