

**Pacific Regional Environment Programme  
(SPREP)**

**Mid-Term Review**

**Pacific Islands Framework for Action  
on Climate Change (PIFACC)  
and the PIFACC Action Plan**

**Findings, Options and Recommendations**

**Report Prepared for the**

**Pacific Regional Environment Programme**

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## Executive Summary

**Introduction and Background.** In 2005 the Pacific Leaders endorsed the Pacific Islands Framework for Action on Climate Change (PIFACC) 2006-2015. The Framework's vision is "Pacific island people, their livelihoods and the environment resilient to the risks and impacts of climate change". Subsequently, the Pacific Regional Environment Programme (SPREP) developed a PIFACC Action Plan in consultation with Members, CROP Agencies and other international organizations, as well as non-governmental organizations. This became operational in 2007. The PIFACC and its Action Plan set out principles and suggested initiatives designed to guide and support the development and implementation of national and regional activities consistent with the PIFACC's vision and goals.

The Pacific Climate Change Roundtable (PCCR) is the regional forum that facilitates a regionally coordinated approach to climate change adaptation and mitigation, consistent with and mandated by the PIFACC. This is achieved, in part, by the PCCR having a monitoring and evaluation role. The PCCR is also the focal point where countries and their regional and international partners and donors come together to discuss and agree informally on how best to address climate change-related issues, build partnerships, and coordinate activities consistent with PIFACC and other related regional policy frameworks. The 2009 meeting of the PCCR recommended a mid-term review of the PIFACC and its Action Plan, as is called for in Article VII of the PIFACC. The recommendation also reflects that, since 2006 and with respect to climate change, there have been many important developments in the region.

In order to ensure appropriate coordination of activities to undertake a mid-term review of the PIFACC, the 2009 meeting of the PCCR tasked SPREP to undertake the mid-term review. This is consistent with SPREP being the lead regional agency for coordinating climate change as well as for monitoring and evaluating implementation of the PIFACC. The PCCR also noted that the mid-term review should aim at strengthening the relevancy of the PIFACC and its Action Plan, and consider gaps, including ecosystem-based approaches, adaptation technology, links with mitigation, disaster risk management and community-based approaches.

**Review Objectives and Process.** Based on the terms of reference for the review, the specific objectives are to:

- ensure the relevancy of the PIFACC and action plan, and consider gaps including ecosystem-based approaches, adaptation technology, links with mitigation, disaster risk management and community-based approaches; and
- focus on ensuring that there is a clear set of recommendations for how the PIFACC might be implemented over the remaining term, which links to the operations of the PCCR and includes a specific and measurable performance framework.

The review is informed by stakeholder consultations, a comprehensive review of the existing PIFACC and Action Plan, and an analysis of responses to strategic questions sent to SPREP members and to national contacts for both climate change and disaster risk management and a sub-regional workshop held in Nadi, Fiji. A peer review workshop was held at SPREP at the conclusion of the consultations. The review findings are used as the basis for recommending both strengthening the PIFACC and enhancing its implementation. Specific tasks undertaken during the review were to: (i) identify, assess and recommend ways to better align and link implementation of the PIFACC and other relevant regional frameworks and policies, including the Regional Disaster Risk Management Framework for Action, the Pacific Plan, the Niue Declaration and the Cairns Compact; (ii) develop a practical monitoring and evaluation framework for reporting on the progress of PIFACC implementation; (iii) provide a record and evidence of the review process, as well as

recommendations arising from the consultations; and (iv) prepare an initial draft report containing recommendations to strengthen the PIFACC and enhance its implementation.

**Purpose and Focus of this Report.** This report is the second output of the mid-term review. It describes the key issues and opportunities identified during the stakeholder consultations, presents options to address these issues and exploit the opportunities, and makes recommendations as to how best to respond to the findings and pursue the options.

**Findings.** Presentation of the review findings and recommendations is framed around the five strategic questions that were directed to the various stakeholders.

*Question 1: What use has been made of the PIFACC and its Action Plan?*

The available evidence suggests that the main practical benefits resulting from having a regional policy on climate change have been four-fold:

- PIFACC provides a regional mandate and an 'entry point' for taking action at the regional level that supports subsequent implementation at the national level to address climate change;
- PIFACC is used by some donors and regional organizations as high-level guidance when deciding how they will assist the region to address the issue of climate change;
- some countries have used the PIFACC to guide preparation of national policies, including both wider development and more focussed climate change policies; and
- some countries have referred to PIFACC and its Action Plan when developing a national action plan or projects, in order to show alignment with regional and donor priorities.

Given the lack of formal monitoring and reporting procedures in PIFACC implementation, it is difficult to judge its overall impact. The available evidence suggests that the impact has been far less than desirable, and considerably less than its potential. For example, at country level the PIFACC is seldom used proactively as a guidance document during project planning and related discussions. Most government officials do not see the relevance of the PIFACC to national level activities. This is in part because there has never been a sense of collective national ownership of the PIFACC. At both regional and national levels, actions to address climate change reflect national and sector priorities and the strategic plans of regional and international agencies. Although these might well be consistent with the PIFACC, they do not necessarily result in implementation of PIFACC Action Plan per se.

An example of use at the regional level is the requirement of the Pacific Island Forum Secretariat (PIFS) that any bi-lateral agreements between it and a development partner are consistent with the PIFACC. Some donors refer to the PIFACC during project appraisal, to guide project design, and as a result of wanting to contribute to implementation of what they consider to be a significant regional policy. However, merely mentioning the PIFACC in project design, without taking into consideration its key elements or provisions, is less than desirable.

*Question 2: What needs to be done to increase the relevance and usefulness of the PIFACC and its Action Plan?*

Stakeholders indicated a high preference for a policy that:

- focuses on high-level strategic guidance which facilitates linkages with other cross-cutting themes, such as water and food security, as well as with sector-based responses to climate change;
- has a scope which is consistent with the resources available for implementation as well as with the ability to monitor, report on and evaluate its implementation;
- provides a high-level framework for actions to address climate change that, in the Pacific, are best undertaken at the regional level due to economies of scale, capacity constraints and other considerations;
- provides high-level strategic guidance related to actions best undertaken by countries, including mainstreaming, planning, preparing work programmes and on-the-ground interventions, including ecosystem- and community-based initiatives;
- acts as a high-level advocacy document, highlighting the need for an integrated and coordinated approach to reducing the adverse impacts of climate change, while also acknowledging the capacity and financial and other resource constraints faced by countries and the region as a whole;
- provides a framework for, and high-level strategic guidance on, the integration of climate change adaptation and disaster risk reduction, how to benefit from other synergies and linkages, how best to pursue ecosystem- and community-based approaches, and on promotion and uptake of appropriate adaptation and mitigation technologies;
- links with the processes related to the United Nations Framework Convention on Climate Change, such as preparation of National Communications, meeting other obligations under the Convention and effective engagement of countries in negotiations;
- sends signals to development assistance partners, including donors and regional and international organisations, as to how they might best assist countries, and hence the region as a whole, to address climate change;
- is supported at regional level by strong institutional arrangements and effective operational processes and oversight; and
- through monitoring and reporting, can demonstrate the level of national and regional efforts to address the issue of climate change, and the extent to which the efforts have been successful.

Key issues raised by stakeholders were:

- the need for a consensus on the purpose of the PIFACC;
- the current low awareness and use of PIFACC, at both national and regional levels;
- the absence of direct funding for PIFACC implementation, including for monitoring, reporting and evaluation activities;
- while the Action Plan has always been viewed as a “living document”, is there a similar opportunity to revise the PIFACC itself, based on the findings of the mid-term review?

- the need to lift the level of the current Action Plan to presentation of high-level strategies and, in doing so, differentiate between what can be best considered and delivered at national and regional levels;
- how broad or focussed should the scope of PIFACC be, given that climate change is a cross-cutting issue, but also that there are other regional policies which address climate change concerns?
- the current preamble does not provide historical and institutional contexts for the policy framework;
- the “principles” in the current PIFACC are in fact action themes; the revised PIFACC should include meaningful principles;
- what are the most appropriate institutional arrangements to support implementation of the PIFACC?
- what is an appropriate monitoring and assessment framework for the PIFACC?

## **Responding to the Findings**

***Need for a Regional Climate Change Policy.*** There was no suggestion that a regional climate change policy is not needed. The many new and increased levels of risk climate change brings to the region are well documented. The critical importance of climate change to the sustainability of development in the region, the many players involved in addressing the issue, and the substantial resources that are being allocated and utilized in the region are the main reasons advanced for having a regional policy on climate change. A regional climate change policy that continues to have the support of all parties – countries, donors and regional and international organisations - is vital.

***PIFACC Vision.*** The PIFACC vision is “Pacific island people, their livelihoods and the environment resilient to the risks and impacts of climate change”. There was no suggestion that this vision be changed.

***PIFACC Goal.*** The goal is to “ensure Pacific island people build their capacity to be resilient to the risks and impacts of climate change”. An explanatory narrative could emphasise that the priority in the Pacific is on implementing tangible, on-the-ground actions that follow through on all stages of adaptation, including monitoring, evaluation and updating of initiatives rather than to just building the capacity to enable or undertake such actions.

***Purpose of the PIFACC and its Action Plan.*** The stakeholders who were consulted indicated their preferences for what a regional climate change policy should be, and what it should deliver. Importantly, the scope of the PIFACC should be compatible with the resources available for implementation and with the ability to monitor implementation. As a regional framework, PIFACC should not focus on national actions, but rather on activities where the agencies in the Council of Regional Organizations in the Pacific (CROP) and other regional and international agencies have the comparative advantage, and where there are economies of scale resulting from a regional approach.

**Recommendation 1:** That the agreed purpose of the regional climate change policy be to: (i) formalize a regional high-level policy and strategy for addressing climate change; (ii) provide guidance to countries and other stakeholders on regional priorities and delivery of assistance for enhancing governance, preparing relevant policies, enhancing understanding, promoting appropriate technologies and knowledge, and on detailed adaptation and mitigation strategies; (iii) advocate for improved coordination, including adoption of more integrated approaches to addressing current and anticipated climate change impacts, at all levels; (iv) indicate to development partners the highest priorities for assistance to the region; (v) identify and guide responses to climate change that are best undertaken at the regional level; and (vi) establish and implement a framework for monitoring, reporting and evaluating the collective effort of the region to address climate change.

**Limits on what the Review can Recommend.** The Terms of Reference for the review notes that it is possible to “propose revisions and updates to the Framework and Action Plan” and prepare a “revised/updated PIFACC and Action Plan based on the review findings”. It is therefore assumed that both the PIFACC and its Action Plan can be revised, in order to increase their relevance and usefulness. This is despite the former being a document approved by the SPREP Governmental Council, and subsequently by the Leaders of the Pacific Islands Forum, and having an intended life through to 2015. The Action Plan has always been considered a “living document” and hence was prepared with the knowledge that it would be revised during its ten-year life time.

However, consistent with the consensus view of stakeholders, it is recommended that the existing PIFACC not be revised as such. Rather, it should remain the preeminent climate change policy document for the region. But to address issues such as low level of awareness, and low impact, the PIFACC should be complemented by an interpretative, user-friendly booklet that interprets, updates and operationalizes the PIFACC.

**Recommendation 2:** The PIFACC should supported by a more accessible and reader-friendly guide that is relevant to the countries, the regional and international organizations and the donors that provide assistance to them, analogous to the example of the booklet describing the Pacific Islands Disaster Risk Reduction and Disaster Management Framework for Action.

**Question 3: How broad or focussed should the proposed Guide be?**

**Scope of the Proposed Guide.** Most discussion with stakeholders revolved around, firstly, the scope of a regional climate change policy, secondly, the generic issue of what differentiates a regional policy from a national or sector policy and, finally, the purpose of a regional climate change policy. A key question related to the scope of a regional climate change policy is how broad or focussed should the PIFACC be, given that climate change is a cross-cutting issue, but also that there are other regional policies that relate to climate change? The latter include the Pacific Plan, the Oceans Policy, the Disaster Risk Reduction and Disaster Management Framework for Action, the Regional Action Plan on Sustainable Water Management, the Declaration of the Pacific Health Summit, the Regional Framework on Agriculture and the Framework for Action on Energy Security in the Pacific.

All these policies cover relevant dimensions of climate change, and have their own implementation strategies and modalities. While it is clear that a regional climate change policy should not limit itself to considering climate change as just an environmental issue, it should also recognise that many of the development relevant aspects of climate change should be left to the relevant regional policies. The synergies and linkages with other regional policies, as well as with national and country-level sectoral work programmes, will be facilitated if better use is made of the information they generate, including their reporting on their climate-related activities and budgets being aggregated as part of the reporting on PIFACC implementation. This will require enhanced cooperation between the agencies responsible for coordinating each of the different policies, including ensuring that monitoring and reporting procedures are mutually compatible and supportive.

**Recommendation 3:** The PIFACC Guide should indicate and elaborate the linkages with other relevant regional policies rather than trying to be overly inclusive.

**Principles.** The PIFACC presents six “Principles”. In reality these are action themes that reflect the ranked regional priorities to address climate change. Given the preferences described above, and the existence of many sector and thematic climate-related policies and action strategies at both national and regional levels, it is proposed that a strengthened and practical regional climate change policy and strategy be more focused in both its purpose and scope. As a framework for regional and national activities that countries and their development partners could undertake, it would focus on four high-level strategies, namely:

- enhancing resilience to climate change, in part through adaptation and disaster risk reduction;
- strengthening the capacity to respond, including through improved governance, decision making, coordination, education, training and mobilization of resources;
- achieving sustainable low carbon development; and
- monitoring, reporting and evaluation.

It is proposed that monitoring, reporting and evaluation be included as a high-level strategy due to its importance to ensure effective implementation. In addition, the failure to date for there to be meaningful progress in implementing this aspect of the PIFACC means that concerted action is required at all levels, including preparing and implementing a high level strategy for monitoring, reporting and evaluation. Many players will be involved, making it important that implementation plans be clear and supported by all players.

The key differences between the PIFACC “Principles” and the proposed high-level strategies that would be presented in the Guide are: a more inclusive and strategic wording; the four “Principles” related to capacity are combined in a single, more comprehensive strategy; and monitoring, reporting and evaluation are given high prominence.

The proposed high-level strategies are able to accommodate emerging issues such as ocean acidification as well as threats to the exclusive economic zones of Pacific island countries due to the possible loss of land as a result of sea-level rise. The supporting narratives for each strategy would consider such aspects as ecosystem-based approaches, adaptation and mitigation technologies, links between adaptation and the mitigation of greenhouse gas emissions, disaster risk management and community-based approaches to addressing climate change impacts, as well as the need to focus on interventions that deliver tangible, on-the-ground benefits, rather than on further policy development and planning.

***Implementing the Four Strategies at Regional Level.*** The four high-level strategies would be supported, at regional level, by seven implementation strategies, namely:

- research and development – due to common needs and circumstances, limited national research capacities and the comparative advantage of regional and multi-country research institutions such as the University of the South Pacific and the University of Papua New Guinea;
- human resources development – advanced and specialized training is often conducted with greater effectiveness and efficiency by regional bodies;
- enhancing governance and supporting policy development and planning – countries need strategic advice and support to ensure a strong enabling environment for responses to climate change; many regional and international agencies have a comparative advantage in this respect and can achieve economies of scale;
- partnerships, coordination and finance mobilization – with the many players involved at national, regional and international levels there is need to effective coordination and partnership approaches that ensure national capacities are used with maximum efficiency;
- enhancing effective engagement in international climate change negotiations – the focus is on strengthening the negotiation skills of national delegates, including their capacity to absorb and utilize specialized information, as well as exploring opportunities for Pacific island delegations to adopt and pursue further common negotiating positions;
- knowledge generation and management – in many cases only regional bodies, and their international partners, have the capacity to generate specialized information, while considerable gains in efficiency and effectiveness can be obtained if information is managed and disseminated regionally; and
- monitoring, reporting and evaluation of the aggregated national responses to climate change, and the resulting outcomes from a regional perspective.

The above represent a limited number of actions that are best undertaken at the regional level, in order to address national needs and in support of associated actions at national level. Identification of such actions is informed by opportunities to achieve economies of scale and by the comparative advantage of regional and international organizations to implement the actions regionally while also delivering outputs and outcomes for countries in an efficient and effective manner.

***Recommendation 4:*** The strengthened approach should involve identification and implementation of strategies and plans that relate to addressing climate change at the regional level.



**Need for a Regional Climate Change Action Plan.** An increasing number of countries, sectors and thematic areas of practice have policies, strategies and action plans that address concerns and opportunities related to climate change. In reality, most implementation is by countries, by regional sectors, and within the context of thematic regional policies such as the Framework for Action on Energy Security in the Pacific and the Regional Framework for Disaster Risk Reduction and Disaster Management. As most implementation is done at country, sector and thematic levels, updating the PIFACC Action Plan is considered unnecessary. The role of the PIFACC Guide is to be more strategic, and provide a framework for implementation by the countries, sectors etc.

Because they will be delivered regionally, the seven PIFACC implementation strategies should be reflected in the work programmes of the relevant CROP and other agencies operating regionally, rather than in a PIFACC action plan. To ensure effective implementation of these strategies it is important that regional and international partners, including donors, allocate adequate and predictable financial and other relevant resources. This includes timely and targeted support of SPREP's role in coordinating the implementation and operationalisation of the PIFACC.

**Recommendation 5:** That the regional actions required to implement the PIFACC and report on its progress be reflected in the work programmes and budgets of the relevant CROP agencies and relevant regional and international organizations.

**Proposed New Principles.** The PIFACC does not include “principles”, at least not in terms of the common meaning of the word. It is proposed that the following principles be included in the PIFACC Guide.

- *Create a paradigm shift and strengthen political will.*
- *The regional policy must fit both context and purpose.*
- *Appropriate timing and predictable resource allocations are critical.*
- *Actions to address climate change require a whole-of-government, all-stakeholder approach.*
- *Addressing of climate change challenges and impacts requires technological advancement and innovation.*
- *Support cross-sector efforts.*
- *Strengthen institutional capacities.*
- *Ensure transparency and accountability.*
- *Participate in international cooperation, actively and meaningfully.*

**Recommendation 6:** That the PIFACC Guide includes specific principles that can help shape responses to climate change in the Pacific islands region.

**Strengthen the Preamble.** The current preamble does not provide historical and institutional contexts for the policy framework. Suggested text is provided. The Guide could also include text boxes providing overviews of specific actions that demonstrate successful implementation of the PIFACC, such as regional adaptation and mitigation projects.

**Recommendation 7:** That the preamble in the PIFACC Guide includes more detailed historical and institutional contexts as well as a current overview of the consequences of climate change for the region.

***Increased Harmonization of Policies and Activities Related to Climate Change Adaptation and Disaster Risk Reduction.*** Disaster risk management and climate change adaptation share commonalities in purpose in that they aim to reduce the vulnerability of societies to hazards by improving the ability to better anticipate, resist and recover from their impacts. Disaster risk reduction is increasingly contributing to adaptation as the disaster management debate moves beyond core humanitarian actions of emergency response, relief and reconstruction towards disaster prevention, preparedness and risk reduction. However, some geophysical hazards are unrelated to climate change, at least in the short to medium term. For this reason alone there can never be a total convergence of disaster risk reduction and climate change adaptation. But for the Pacific, weather- and climate-related hazards underpin the majority of disasters.

At the operational level in countries and communities, disaster risk reduction and climate change adaptation are largely indistinguishable. It is difficult for countries to make effective use of two regional policy frameworks which have so much in common. It is therefore desirable to work towards harmonization of the two frameworks, including much of the monitoring and reporting. The Regional Disaster Risk Reduction and Disaster Management Framework for Action is also undergoing a mid-term review, and every effort is being made to coordinate the two reviews. This provides a real opportunity to harmonize these two regional policy frameworks, and the implementation efforts.

***Recommendation 8:*** Preparation of the PIFACC Guide should be used as an opportunity to harmonize implementation of the PIFACC and the Regional Disaster Risk Reduction and Disaster Management Framework for Action, and for signalling to countries and their development assistance partners that integration of policies and work programmes related to disaster risk reduction and climate change adaptation is both practicable and highly desirable.

***Question 4: What are the most appropriate institutional arrangements to support implementation of the PIFACC?***

A lack of appropriate institutional arrangements, and support, are among the many reasons offered for the poor performance in implementing the PIFACC. In terms of supporting more effective implementation, it is reaffirmed that a strengthened PCCR have principal regional oversight for the monitoring and evaluation of the PIFACC. Its role would also be to help ensure a rational and effective use of resources through assessment of the regional, sectoral, thematic and national work programmes that represent the collective Pacific response to climate change.

The work of the PCCR would be supported by both SPREP, serving as its secretariat, and by joint working groups comprising government officials with relevant expertise along with representatives of development assistance partners, including donors and relevant regional and international organizations. A working group would be established for each of the four high-level strategies in the PIFACC, while also taking into account the needs and opportunities reflected in other relevant regional policies.

There is cautious agreement among relevant CROP agencies on the desirability of holding joint meetings of the Platform and PCCR in alternate years (the Platform meets annually while the PCCR meets bi-annually), with perhaps one day of joint meetings (plenary session plus meetings of joint working groups). These would be based on the working groups already existing under the Disaster Risk Management Platform and the PCCR. Similar benefits would arise if the PCCR had comparable links with the Regional Meteorological Directors' meeting and with the Pacific Energy Advisory Group, among others.

**Recommendation 9:** That organisational arrangements, including the PCCR, and associated support be strengthened in order to achieve more effective and efficient implementation and monitoring of the PIFACC.

**Question 5: What is an appropriate monitoring and assessment framework for the PIFACC?**

The lack of quantitative performance indicators, baseline information and performance targets is another of the reasons why there has not been more effective implementation of the PIFACC, and why there is little knowledge of what the PIFACC has achieved. It is proposed that implementation of a simple and yet effective PIFACC monitoring and evaluation framework should be funded as part of the SPREP work programme, with reports being submitted to the SPREP Governing Council via the PCCR.

Placing an additional monitoring and reporting burden on countries and CROP agencies is difficult to justify. The severe capacity constraints being experienced by all Pacific island countries and territories have to be acknowledged. For these reasons a simple monitoring and evaluation framework is proposed, based on the four high-level strategies, and including performance indicators, baseline information and performance targets. As part of their normal monitoring activities, performance information using the indicators would be provided by countries, territories, development partners and the joint working groups. The information would be submitted online, at least annually, using the Climate Change Portal maintained by SPREP. Provision should also be made for submitting, accepting and utilizing meta-data. Passwords would ensure that information would be secure, where necessary. Subsequently, SPREP would aggregate and evaluate the information, including reporting to the PCCR in time for its bi-annual meetings. The PCCR would, in turn, report the regionally aggregated results to the SPREP Governing Council and, through it, to the Forum Leaders and other relevant parties.

With the agreement of a country, national information - as opposed to just the regionally aggregated information - could also be made available to all parties via the Portal. This would provide SPREP and other development partners with the opportunity to evaluate the effectiveness of their bi-lateral work programmes on an ongoing basis.

The PIFACC monitoring and evaluation framework presented here draws on the monitoring and evaluation plans of other regional policies, including the Pacific Plan, the Disaster Risk Reduction and Disaster Management Framework for Action, the Framework for Action on Energy Security in the Pacific and the Action Strategy for Nature Conservation in the Pacific Islands Region. In particular, efforts have been made to harmonize monitoring of the implementation of the PIFACC and the Disaster Risk Reduction and Disaster Management Framework .

In the proposed monitoring and evaluation framework for PIFACC, the emphasis is on process and outcomes, but indicators related to inputs are also included.

**Recommendation 10:** That the proposed PIFACC monitoring and evaluation framework be approved, with the regional-level reporting and evaluation being implemented and funded as part of the SPREP work programme.

**Follow Up to this Review.** It is understood that recommendations arising from this review will be considered and acted on by the SPREP Governing Council, with information papers being provided to Pacific Leaders through the PIFS.

### **Consolidated List of Recommendations**

**Recommendation 1:** That the agreed purpose of the regional climate change policy be to: (i) formalize a regional high-level policy and strategy for addressing climate change; (ii) provide guidance to countries and other stakeholders on regional priorities and delivery of assistance for enhancing governance, preparing relevant policies, enhancing understanding, promoting appropriate technologies and knowledge, and on detailed adaptation and mitigation strategies; (iii) advocate for improved coordination, including adoption of more integrated approaches to addressing current and anticipated climate change impacts, at all levels; (iv) indicate to development partners the highest priorities for assistance to the region; (v) identify and guide responses to climate change that are best undertaken at the regional level; and (vi) establish and implement a framework for monitoring, reporting and evaluating the collective effort of the region to address climate change.

**Recommendation 2:** The PIFACC should be supported by a more accessible and reader-friendly guide that is relevant to the countries, the regional and international organizations and the donors that provide assistance to them, analogous to the example of the booklet describing the Pacific Islands Disaster Risk Reduction and Disaster Management Framework for Action.

**Recommendation 3:** The PIFACC Guide should indicate and elaborate the linkages with other relevant regional policies rather than trying to be overly inclusive.

**Recommendation 4:** The strengthened approach should involve identification and implementation of strategies that relate to addressing climate change at the regional level.

**Recommendation 5:** That the regional actions required to implement the PIFACC and report on its progress be reflected in the work programmes of the relevant CROP agencies and relevant regional and international organizations.

**Recommendation 6:** That the PIFACC Guide includes specific principles that can help shape responses to climate change in the Pacific islands region.

**Recommendation 7:** That the preamble in the PIFACC Guide includes more detailed historical and institutional contexts as well as a current overview of the consequences of climate change for the region.

**Recommendation 8:** Preparation of the PIFACC Guide should be used as an opportunity to harmonize implementation of the PIFACC and the Regional Disaster Risk Reduction and Disaster Management Framework for Action, and for signalling to countries and their development assistance partners that integration of policies and work programmes related to disaster risk reduction and climate change adaptation is both practicable and highly desirable.

**Recommendation 9:** That organisational arrangements, including the PCCR, and associated support be strengthened in order to achieve more effective and efficient implementation and monitoring of the PIFACC.

**Recommendation 10:** That the proposed PIFACC monitoring and evaluation framework be approved, with the regional-level reporting and evaluation being implemented and funded as part of the SPREP work programme.

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## Abbreviations

ADB	Asian Development Bank
CROP	Council of Regional Organizations in the Pacific
CSIRO	Commonwealth Scientific and Industrial Research Organisation
GEF	Global Environment Facility
EU	European Union
FAO	Food and Agriculture Organisation
IPCC	Intergovernmental Panel on Climate Change
IUCN	International Union for the Conservation of Nature
NIWA	National Institute for Water and Atmospheric Research
NOAA	National Oceanic and Atmospheric Administration
PIC	Pacific Island Country
PICT	Pacific Island Countries and Territories
PIFACC	Pacific Islands Framework for Action on Climate Change
PIFS	Pacific Islands Forum Secretariat
PCCR	Pacific Climate Change Roundtable
PPA	Pacific Power Association
SOPAC	Pacific Islands Applied Geosciences Commission
SPC	Secretariat of the Pacific Community
SPREP	Pacific Regional Environment Programme
UNDP	United Nations Development Programme
UH	University of Hawaii
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNISDR	United Nations International System for Disaster Reduction
UPNG	University of Papua New Guinea
USP	University of the South Pacific
WB	World Bank
WWF	World Wildlife Fund

## **Acknowledgements**

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Government officials from Pacific island countries, and representatives of SPREP, SOPAC, SPC, USP, PIFS, UNDP, UNISDR, FAO, ADB, IUCN, WWF, and the EU provided valuable insights and inputs, as did the Governments of Australia, New Zealand and the United States of America.



## Introduction and Background

In 2005 the Pacific Leaders endorsed the Pacific Islands Framework for Action on Climate Change (PIFACC) 2006-2015. The Framework's vision is "Pacific island people, their livelihoods and the environment resilient to the risks and impacts of climate change". Subsequently, Pacific Regional Environment Programme (SPREP) developed a PIFACC Action Plan. This became operational in 2007. The PIFACC and its Action Plan set out principles and suggested initiatives designed to guide and support the development and implementation of national and regional activities consistent with the PIFACC's vision and goals.

The Pacific Climate Change Roundtable (PCCR) is the regional forum that facilitates a regionally coordinated approach to climate change adaptation and mitigation, consistent with the PIFACC. This is achieved, in part, by the PCCR having an intended monitoring and evaluation role. It is also where countries and their regional and international partners and donors come together to discuss and agree informally on how best to address climate change related issues, build partnerships, and coordinate activities consistent with PIFACC and other related regional policy frameworks.

As a regional policy, the PIFACC guides coordinated regional and national climate change programmes of action. Use of international, regional and national resources will be more efficient if synergies and linkages are explored and climate change concerns are mainstreamed into national sustainable development strategies. The PIFACC promotes links with, among other things, more specific regional and national instruments and plans across specific sectors such as water, agriculture, energy, forestry and land use, health, coastal zone management, marine ecosystems, ocean management, tourism, and transport. In this way, the PIFACC addresses the issues of climate change in an integrated manner, based on a multi-stakeholder approach.

The 2009 meeting of the PCCR recommended a mid-term review of the PIFACC and its Action Plan, as is called for in Article VII of the PIFACC. The recommendation also reflects that, since 2006 and with respect to climate change, there have been many important developments in the region. In order to ensure appropriate coordination of activities related to the mid-term review, the 2009 meeting of the PCCR tasked SPREP to organise the review. This is consistent with SPREP being the lead regional agency for coordinating climate change as well as for monitoring and evaluating implementation of the PIFACC. At its 2009 meeting the PCCR also noted that the mid-term review should aim at strengthening the relevancy of the PIFACC and its Action Plan, and consider gaps including ecosystem-based approaches, adaptation technology, links with mitigation, disaster risk management and community-based approaches.

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- focus on ensuring that there is a clear set of recommendations for how the PIFACC might be implemented over the remaining term, which links to the operations of the PCCR and includes a specific and measurable performance framework.

The review is informed by stakeholder consultations, a comprehensive review of the existing PIFACC and Action Plan, and an analysis of responses to strategic questions sent to SPREP members and to national contacts for both climate change and disaster risk management as well as a sub-regional workshop held in Nadi, Fiji. A peer review workshop was held at SPREP at the conclusion of the consultations. The review findings are used as the basis for recommending both strengthening the PIFACC and enhancing its implementation.

Specific tasks undertaken during the review were to: (i) identify, assess and recommend ways to better align and link implementation of the PIFACC and other relevant regional frameworks and policies, including the Regional Disaster Risk Management Framework for Action, the Pacific Plan, the Niue Declaration and the Cairns Compact; (ii) develop a practical monitoring and evaluation framework for reporting on the progress of PIFACC implementation; (iii) provide a record and evidence of the review process, as well as recommendations arising from the consultations; and (iv) prepare an draft report containing recommendations related to strengthening the PIFACC and enhancing its implementation.

**Purpose and Focus of this Report.** This report is the second output of the mid-term review.<sup>1</sup> It describes the key issues and opportunities identified during the stakeholder consultations, presents options to address these issues and exploit the opportunities, and makes recommendations as to how best to respond to the findings and pursue the options.

The Terms of Reference (TOR) for the Review (Annex 1), and subsequent guidance from SPREP, suggested that the Review should be more forward than backward looking. An informal review of PIFACC implementation was conducted in 2009 (Hay, 2009). It had a more retrospective focus.

## Findings and Proposed Responses

Presentation of the review findings and recommendations is framed around the five strategic questions that were directed to the various stakeholders.

### ***Review Question 1: What use has been made of the PIFACC and its Action Plan?***

The available evidence suggests that the main practical benefits resulting from having a regional policy on climate change have been four-fold:

- PIFACC provides a regional mandate and an 'entry point' for taking action at the regional level that supports subsequent implementation at the national level to address climate change;
- PIFACC is used by some donors and regional organizations as high level guidance when deciding how they will assist the region to address the issue of climate change;
- some countries have used the PIFACC to guide preparation of national policies, including both wider development and more focussed climate change policies; and

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<sup>1</sup> The first output is Hay (2010): Report on Consultations Conducted for the Mid-Term Review of the Pacific Islands Framework for Action on Climate Change (PIFACC) and the PIFACC Action Plan. Prepared for the Pacific Regional Environment Programme (SPREP), Apia, Samoa, 24pp.

- some countries have referred to PIFACC and its Action Plan when developing a national action plan or projects, in order to show alignment with regional and donor priorities.

Given the lack of formal monitoring and reporting procedures in PIFACC implementation, it is difficult to judge its overall impact. The available evidence suggests that the impact has been far less than desirable, and considerably less than its potential. For example, at country level the PIFACC is seldom used proactively as a guidance document during project planning and related discussions. Most government officials do not see the relevance of the PIFACC to national level activities. This is in part because there has never been a sense of collective national ownership of the PIFACC. At both regional and national levels, actions to address climate change reflect national and sector priorities and the strategic plans of regional and international agencies. Although these might well be consistent with the PIFACC, they do not necessarily result in implementation of PIFACC Action Plan per se.

An example of use at the regional level is the requirement of the Pacific Island Forum Secretariat (PIFS) that any bi-lateral agreements between it and a development partner are consistent with the PIFACC. Some donors refer to the PIFACC during project appraisal, to guide project design, and as a result of wanting to contribute to implementation of what they consider to be a significant regional policy. However, merely mentioning the PIFACC in project design, without taking into consideration its key elements or provisions, is less than desirable.

The issue of low awareness of the PIFACC was also highlighted in the consultations. There was a relatively high level of awareness while the PIFACC was being formulated, and in its first year or so of implementation. Since then awareness levels appear to have waned substantially. The first of two possible reasons, among many, is the disconnect between PIFACC as a regional policy and its use to guide and support policy development and implementation at country level. For example, the PIFACC Action Plan is now seen as an outdated and top-down “wish list” of activities, without specific financial resources to support implementation.

Secondly, institutional and related arrangements for addressing climate change have tended to reflect it being considered a longer-term environmental issue. In reality climate change is a more immediate development and humanitarian challenge. Individuals with expertise covering the full spectrum of knowledge and skills consistent with climate change being a comprehensive, cross-cutting issue are now engaged in climate-related work. Many of these people come from the “new generation” of climate-related policy makers, with little knowledge of the history of regional climate policy formulation.

Thus, in order to increase the relevance and impact of the PIFACC there is a need to ensure that relevant individuals at country level, such as senior officials in the key social and economic development sectors, are fully aware of the PIFACC and see the importance of it to their work. They need to have a sense of ownership, as do the relevant Council of Regional Organizations in the Pacific (CROP) agencies and other development assistance partners.

**Review Question 2: What needs to be done to increase the relevance and usefulness of the PIFACC and its Action Plan?**

Stakeholders indicated a high preference for a policy that:

- focuses on high-level strategic guidance which facilitates linkages with other cross-cutting themes, such as water and food security, as well as with sector-based responses to climate change;
- has a scope which is consistent with the resources available for implementation as well as with the ability to monitor, report on and evaluate its implementation;
- provides a high-level framework for actions to address climate change that, in the Pacific, are best undertaken at the regional level due to economies of scale, capacity constraints and other considerations;
- provides high-level strategic guidance related to actions best undertaken by countries, including mainstreaming, planning, preparing work programmes and on-the-ground interventions, including ecosystem- and community-based initiatives;
- acts as a high-level advocacy document, highlighting the need for an integrated and coordinated approach to reducing the adverse impacts of climate change, while also acknowledging the capacity and financial and other resource constraints faced by countries and the region as a whole;
- provides a framework for, and high-level strategic guidance on, the integration of climate change adaptation and disaster risk reduction, how to benefit from other synergies and linkages, how best to pursue ecosystem- and community-based approaches, and on promotion and uptake of appropriate adaptation and mitigation technologies;
- links with the processes related to the United Nations Framework Convention on Climate Change, such as preparation of National Communications, meeting other obligations under the Convention and effective engagement of countries in negotiations;
- sends signals to development assistance partners, including donors and regional and international organisations, as to how they might best assist countries, and hence the region as a whole, to address climate change;
- is supported at regional level by strong institutional arrangements and effective operational processes and oversight; and
- through monitoring and reporting, can demonstrate the level of national and regional efforts to address the issue of climate change, and the extent to which the efforts have been successful.

Key issues raised by stakeholders were:

- the need for a consensus on the purpose of the PIFACC;
- the current low awareness and use of PIFACC, at both national and regional levels;
- the absence of direct funding for PIFACC implementation, including for monitoring, reporting and evaluation activities;
- while the Action Plan has always been viewed as a “living document”, is there a similar opportunity to revise the PIFACC itself, based on the findings of the mid-term review?
- the need to lift the level of the current Action Plan to presentation of high-level strategies and, in doing so, differentiate between what can be best considered and delivered at national and regional levels;

- how broad or focussed should the scope of PIFACC be, given that climate change is a cross-cutting issue, but also that there are other regional policies which address climate change concerns?
- the current preamble does not provide historical and institutional contexts for the policy framework;
- the “principles” in the current PIFACC are in fact action themes; the revised PIFACC should include meaningful principles;
- what are the most appropriate institutional arrangements to support implementation of the PIFACC?
- what is an appropriate monitoring and assessment framework for the PIFACC?

**Need for a Regional Climate Change Policy.** There has been no suggestion that a regional climate change policy is not needed. The many new and increased levels of risk climate change brings to the region are well documented. The substantial effort needed to reduce these risks in both the immediate and longer terms is being recognised and actioned by governments and their development partners, including relevant regional and international organisations and the donor community. All have prepared, or are developing, climate change policies and action plans.

The critical importance of climate change to the sustainability of development in the region, the many players involved in addressing the issue, and the substantial resources that are being allocated and utilized in the region are the main reasons advanced for having a regional policy on climate change. The region would need such a policy if one did not already exist. If there is no comprehensive regional climate change policy that is accepted by all stakeholders it is very likely that each donor or other development assistance partner would prepare their own climate change strategy for the region. Thus a policy that continues to have the support of all parties – countries, donors and regional and international organisations - is vital.

**PIFACC Vision.** The PIFACC vision is “Pacific island people, their livelihoods and the environment resilient to the risks and impacts of climate change”. There was no suggestion that this vision be changed.

**PIFACC Goal.** The goal is to “ensure Pacific island people build their capacity to be resilient to the risks and impacts of climate change”. An explanatory narrative could emphasise that the priority in the Pacific is on implementing tangible, on-the-ground actions that follow through on all stages of adaptation, including monitoring, evaluation and updating of initiatives rather than to just building the capacity to enable or undertake such actions.

**Purpose of the PIFACC and its Action Plan.** The Pacific Plan provides three tests that can be used to determine whether a regional intervention can add value to a national initiative, namely:

- Market test – if the market is providing a service well, intervention at the regional level should be minimal;
- Sovereignty test: if the proposed regional initiative compromises the degree of effective sovereignty held by national governments it should not be pursued; and
- Subsidiarity test: if national or local governments are providing the service well, intervention at the regional level should also be minimal.

In the context of climate change, the foregoing tests suggest there is a place and role for a regional policy: there are many responses to climate change that the market fails to address – indeed climate change is often cited as a consequence of market failure. For example, the Stern Report released in late 2006 by the Government of the United Kingdom of Great Britain and Northern Ireland, identified the build up of greenhouse gases in the Earth’s atmosphere as “the greatest market failure the world has ever seen”.

The second and third tests suggest a limitation on what a regional policy intervention should pursue, and hence on its purpose. A regional policy can serve many purposes, including guidance to countries and their development assistance partners, action planning, advocacy, resource mobilization, awareness raising, identification and prioritization of issues and clarification of roles and responsibilities of the various players.

With respect to a regional climate change policy, stakeholders have indicated their preferences for what such a policy should be, and what it should deliver (refer to the responses to Review Question 2). Importantly, the scope of the PIFACC should be compatible with the resources available for implementation and with the ability to monitor implementation. As a regional framework, PIFACC should not focus on national actions, but rather on activities where the CROP agencies and other regional and international agencies have the comparative advantage, and where there are economies of scale resulting from a regional approach. The CROP agencies should provide guidance to countries from a regional perspective, including best practice for community-based adaptation and coordination of data acquisition and management.

**Recommendation 1:** That the agreed purpose of the regional climate change policy be to: (i) formalize a regional high-level policy and strategy for addressing climate change; (ii) provide guidance to countries and other stakeholders on regional priorities and delivery of assistance for enhancing governance, preparing relevant policies, enhancing understanding, promoting appropriate technologies and knowledge, and on detailed adaptation and mitigation strategies; (iii) advocate for improved coordination, including adoption of more integrated approaches to addressing current and anticipated climate change impacts, at all levels; (iv) indicate to development partners the highest priorities for assistance to the region; (v) identify and guide responses to climate change that are best undertaken at the regional level; and (vi) establish and implement a framework for monitoring, reporting and evaluating the collective effort of the region to address climate change.

**Limits on what the Review can Recommend.** The TOR for the review notes that it is possible to “propose revisions and updates to the Framework and Action Plan” and prepare a “revised/updated PIFACC and Action Plan based on the review findings”. It is therefore assumed that both the PIFACC and its Action Plan can be revised, in order to increase their relevance and usefulness. This is despite the former being a document approved by the SPREP Governmental Council, and subsequently by the Leaders of the Pacific Islands Forum, and having an intended life through to 2015. The Action Plan has always been considered a “living document” and hence was prepared with the knowledge that it would be revised during its ten year life time.

However, consistent with the consensus view of stakeholders, it is recommended that the existing PIFACC not be revised as such. Rather, it should remain the preeminent climate change policy document for the region. But to address issues such as low level of awareness, and low impact, the PIFACC should be complemented by an interpretative, user-friendly booklet that interprets, updates and operationalizes the PIFACC. It could accommodate and reflect the preferences and issues identified in response to Review Questions 1 and 2. Its content would be guided by the responses to the remaining three Review Questions, including the associated recommendations.

If PIFACC is to have more impact as a regional policy for climate change it must be made more relevant to countries, more visible to individuals and more comprehensible to readers. The way in which the Pacific Islands Disaster Risk Reduction and Disaster Management Framework for Action (2005 – 2015) has been presented to readers contrasts markedly with the current PIFACC document. The former is presented as a 35 page, A5 booklet, with highly appealing layout and readily comprehended text. It is an example worthy of being emulated, as relevant and appropriate. A PIFACC Guide should include a non-technical executive summary and be disseminated widely, in both hard copy and digital formats.

**Recommendation 2:** The PIFACC should be supported by a more accessible and reader friendly guide that is relevant to the countries, the regional and international organizations and the donors that provide assistance to them, analogous to the example of the booklet describing the Pacific Islands Disaster Risk Reduction and Disaster Management Framework for Action.

**Question 3: How broad or focussed should the proposed Guide be?**

**Scope of the Proposed Guide.** Most discussions with stakeholders revolved around, firstly, the scope of a regional climate change policy, secondly, the generic issue of what differentiates a regional policy from a national or sector policy and, finally, the purpose of a regional climate change policy. A key question related to the scope of a regional climate change policy is how broad or focussed should the PIFACC be, given that climate change is a cross-cutting issue, but also that there are other regional policies that relate to climate change? The latter include the Pacific Plan, the Oceans Policy, the Disaster Risk Reduction and Disaster Management Framework for Action, the Regional Action Plan on Sustainable Water Management, the Declaration of the Pacific Health Summit, the Regional Framework on Agriculture and the Framework for Action on Energy Security in the Pacific.

These policies all cover relevant dimensions of climate change, and have their own implementation strategies and modalities. While it is clear that a regional climate change policy should not limit itself to considering climate change as just an environmental issue, it should also recognise that many of the development relevant aspects of climate change should be left to the relevant regional policies. In other words, consistent with the PIFACC, the Guide should advocate and facilitate the mainstreaming of climate change, rather than treating it as a stand-alone issue (see Figure 1).

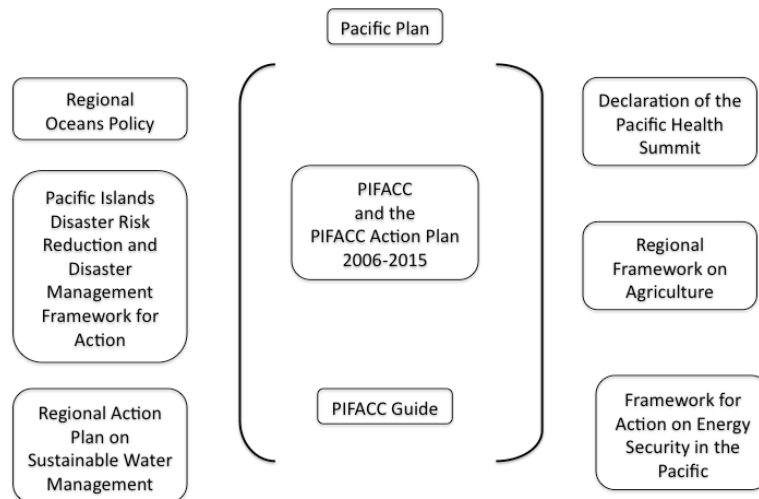


Figure 1. Relationship between the Pacific Plan, the PIFACC, the PIFACC Guide and other regional policies – the latter are indicative only.

The synergies and linkages with other regional policies, as well as with national and country-level sectoral work programmes, will be facilitated if better use is made of the information they generate, including their reporting on their climate-related activities and budgets being aggregated as part of the reporting on PIFACC implementation. This will require enhanced cooperation between the agencies responsible for coordinating each of the different policies, including ensuring that monitoring and reporting procedures are mutually compatible and supportive.

**Recommendation 3:** The PIFACC Guide should indicate and elaborate the linkages with other relevant regional policies rather than trying to be overly inclusive.

**Principles.** The PIFACC presents six “principles”. In reality these are action themes that reflect the ranked regional priorities to address climate change. Given the preferences described above, and the existence of many sector and thematic climate-related policies and action strategies at both national and regional levels, it is proposed that a strengthened and practical regional climate change policy and strategy be more focused in both its purpose and scope. As a framework for regional and national activities that countries and their development partners could undertake, it would focus on four high-level strategies, namely:

- enhancing resilience to climate change, in part through adaptation and disaster risk reduction;
- strengthening the capacity to respond, including through improved governance, decision making, coordination, education, training and mobilization of resources;
- achieving sustainable low carbon development; and
- monitoring, reporting and evaluation.



It is proposed that monitoring, reporting and evaluation be included as a high-level strategy due to its importance to ensure effective implementation. In addition, the failure to date for there to be meaningful progress in implementing this aspect of the PIFACC means that concerted action is required, at all levels including preparing and implementing a high level strategy for monitoring, reporting and evaluation. Many players will be involved, making it important that implementation plans be clear and supported by all players.

Figure 2 shows the relationship between the PIFACC “Principles” and the proposed high-level strategies that would be presented in the Guide. They would be elaborated in a narrative as well as through a list of intended outcomes. The key differences are: a more inclusive and strategic wording; the four “principles” related to capacity are combined in a single, more comprehensive strategy; and monitoring, reporting and evaluation are given high prominence.

The proposed high-level strategies are able to accommodate emerging issues such as ocean acidification as well as threats to the exclusive economic zones of Pacific island countries due to the possible loss of land as a result of sea-level rise. The supporting narratives for each strategy would consider such aspects as ecosystem-based approaches, adaptation and mitigation technologies, links between adaptation and the mitigation of greenhouse gas emissions, disaster risk management and community-based approaches to addressing climate change impacts, as well as the need to focus on interventions that deliver tangible, on-the-ground benefits, rather than on further policy development and planning. Indicative topics to be covered in each narrative are indicated in Table 1.

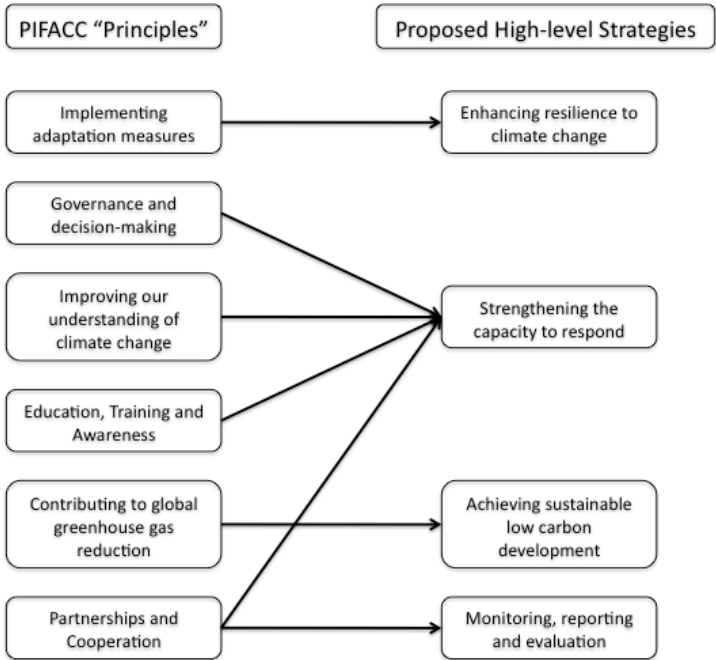


Figure 2. Relationship between the PIFACC “Principles” (shown in rank order) and the proposed high-level strategies that would be presented Guide.

**Table 1**

**Indicative Topics to be Covered in the Narratives for the High-level Strategies**

<b>High-level Strategy</b>	<b>Indicative Topics Covered in Narrative</b>
Enhancing resilience to climate change	Climate risk assessment; adaptation and disaster risk reduction, including increased harmonization of approaches, synergies with mitigation, ecosystem- and community-based approaches, human and national security, regional and national action strategies
Strengthening the capacity to respond	Governance, institutional and organisational arrangements, policy and decision making, planning, partnerships, coordination, mobilization of resources, education, training, awareness raising, research, information, regional and national action strategies
Achieving sustainable low carbon development	Mitigation analysis, fuel substitution including renewable energy, energy efficiency and conservation, reduction of emissions, reduce emissions from deforestation and degradation, synergies with adaptation and disaster risk reduction, regional and national action strategies
Monitoring, reporting and evaluation	Roles and responsibilities at all levels, reporting procedures and frequency, continuous learning

**Implementing the Strategies at Regional Level.** The four high-level strategies would be supported, at regional level, by seven implementation strategies that pass the three tests described above (page 5), namely:

- research and development – due to common needs and circumstances, limited national research capacities and the comparative advantage of regional and multi-country research institutions such as the University of the South Pacific and the University of Papua New Guinea;
- human resources development – advanced and specialized training is often conducted with greater effectiveness and efficiency by regional bodies;
- enhancing governance and supporting policy development and planning – countries need strategic advice and support to ensure a strong enabling environment for responses to climate change; many regional and international agencies have a comparative advantage in this respect and can achieve economies of scale
- partnerships, coordination and finance mobilization – with the many players involved at national, regional and international levels there is need to effective coordination and partnership approaches that ensure national capacities are used with maximum efficiency;
- enhancing effective engagement in international climate change negotiations – the focus is on strengthening the negotiation skills of national delegates, including their capacity to absorb and utilize specialized information, as well as exploring opportunities for Pacific island delegations to adopt and pursue further common negotiating positions;

- knowledge generation and management – in many cases only regional bodies, and their international partners, have the capacity to generate specialized information, while considerable gains in efficiency and effectiveness can be obtained if information is managed and disseminated regionally; and
- monitoring, reporting and evaluation of the aggregated national responses to climate change, and the resulting outcomes from a regional perspective.

The above represent a limited number of actions that are best undertaken at the regional level, in order to address national needs and in support of associated actions at national level. Identification of such actions is informed by opportunities to achieve economies of scale and by the comparative advantage of regional and international organizations to implement the actions regionally while also delivering outputs and outcomes for countries in an efficient and effective manner.

The linkages between these activities and the higher- and country-level policy instruments and actions are shown in Figures 3 and 4. PIFACC-related activities are one way to support implementation of the Pacific Plan as well as strengthening cooperation between Pacific island countries and the Alliance of Small Island States. They also contribute to implementation of national and sectoral policies and plans and support community and private sector initiatives related to climate change. Monitoring and reporting related to all these activities demonstrates the effectiveness of the PIFACC and, ultimately, of the Pacific Plan.

***Recommendation 4:*** The strengthened approach should involve identification and implementation of strategies and plans that relate to addressing climate change at the regional level.

**Need for a Regional Climate Change Action Plan.** An increasing number of countries, sectors and thematic areas of practice have policies, strategies and action plans that address concerns and opportunities related to climate change. In reality, most implementation is by countries, by regional sectors, and within the context of thematic regional policies such as the Framework for Action on Energy Security in the Pacific and the Regional Framework for Disaster Risk Reduction and Disaster Management.

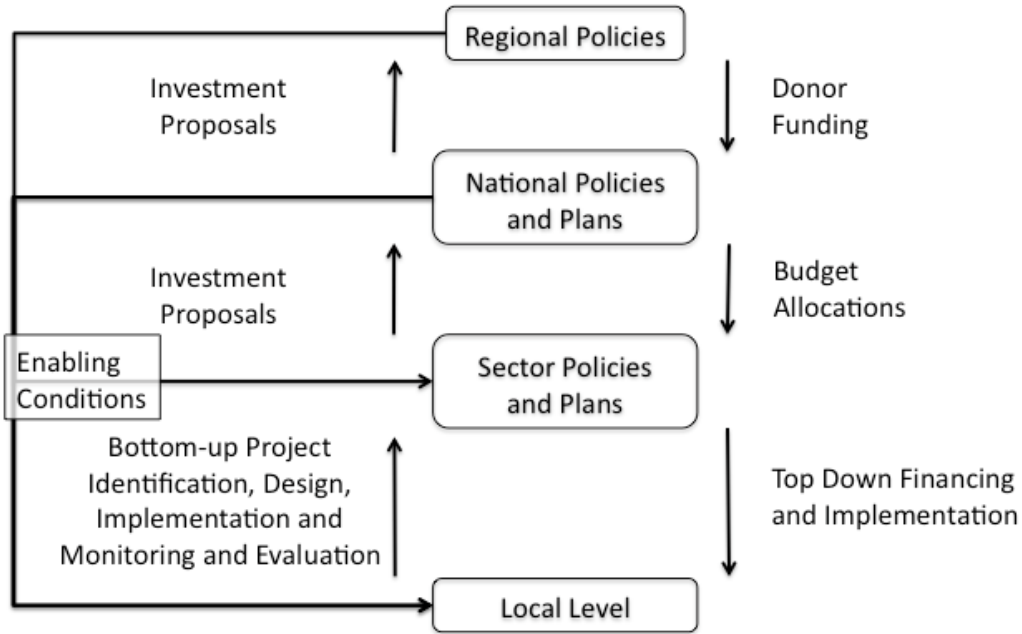


Figure 3. Generic linkages between higher level policies and plans, and implementation. Source: Adapted from OECD, 2009.

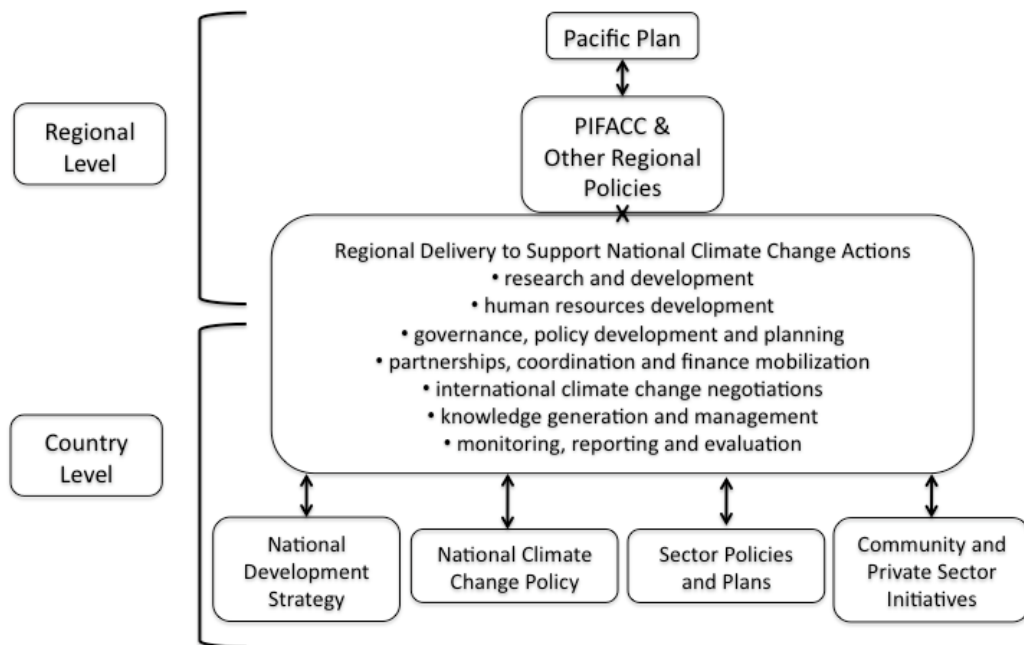


Figure 4. Linkages between PIFACC-related regional activities and higher- and country-level policy instruments and actions.

Moreover, detailed action statements do not belong in a regional policy framework - they do not have sufficient longevity to stay relevant over the life of the policy. Rather, actions related to the PIFACC's four high-level strategies should be reflected in the work programmes of the relevant CROP agencies, and other development partners, as well as in national and other action plans. It is therefore considered unnecessary to retain the PIFACC Action Plan.

All countries, sectors and thematic areas of practice should have climate change policies and plans in place. As most implementation is done at country, sector and thematic levels, updating the PIFACC Action Plan is considered unnecessary. The Action Plan is in effect redundant. The role of the PIFACC Guide is to be more strategic, and provide a framework for implementation by the countries, sectors etc. The PIFACC Guide should take a cross-cutting approach.

Because they will be implemented regionally, the seven PIFACC implementation plans should be reflected in the work programmes of the relevant CROP and other agencies operating regionally, rather than in a PIFACC action plan (see Table 2). While SPREP has been given the mandate for addressing climate change, Table 2 suggests that other CROP agencies should take the lead when their comparative advantage makes this appropriate. To ensure effective implementation of these strategies it is important that regional and international partners, including donors, allocate adequate and predictable financial and other relevant resources. This includes timely and targeted support of SPREP's role in coordinating the implementation and operationalisation of the PIFACC.

**Table 2**

**Proposed CROP and Other Agencies Responsible for Regional Actions under PIFACC**

<b>Regional Actions</b>	<b>CROP Agencies with <u>Principal Responsibility</u></b>	<b>Other Key Players (Indicative)</b>
Research and Development	SPC (incl SOPAC), USP, SPREP, FSM	FAO, PPA, CSIRO, NIWA, NOAA, UH, UPNG, IPCC
Human Resources Development	USP, FSM, SPREP, SPC, PIFS	UNDP
Governance, Policy Development and Planning	SPREP, PIFS, USP	UPNG, UNDP
Partnerships, Coordination and Finance Mobilization	SPREP, SPC, PIFS, USP, FSM	GEF, UNDP, WB, ADB, UNEP, UNISDR
International Climate Change Negotiations	PIFS, SPREP	UNFCCC
Knowledge Generation and Management	SPREP, SPC, PIFS, USP, FSM	CSIRO, NIWA, NOAA, UNISDR
Monitoring, Reporting and Evaluation	SPREP, with inputs from countries and other CROP agencies	UNDP

**Recommendation 5:** That the regional actions required to implement the PIFACC and report on its progress be reflected in the work programmes and budgets of the relevant CROP agencies and relevant regional and international organizations.

**Proposed New Principles.** As noted above, the PIFACC does not include “principles”, at least not in terms of the common meaning of the word. It is proposed that the following principles be included in the PIFACC Guide.

*Create a paradigm shift and strengthen political will.*

The ways in which the Pacific region addresses climate change should ensure that social and economic development also builds resilience to climate change as well as supporting an underlying vision of a low carbon economy.

*A regional policy must fit both context and purpose.*

Strategies and actions to address climate change should be systematic as well as tactical and strategic, as appropriate. The focus should be on identifying and implementing least-cost, no regrets options that address specific needs while also delivering wider sustainable development and poverty alleviation benefits and removing financial and non-financial barriers. Strategies and actions should be informed by continuous-learning and by evidence-based assessments of vulnerability and greenhouse gas mitigation and sequestration opportunities.

*Appropriate timing and predictable resource allocations are critical.*

Actions to address climate change can be undertaken now, or in the future, and as short-term initiatives or investments over the longer-term. Benefits can be felt across various time scales, from immediate until well into the future. Adaptation options will become fewer and more expensive in the future, while the climate-related benefits of mitigation will be felt only by future generations, though co-benefits will usually be more immediate. As a result, resource allocations for climate change should consider both immediate and longer-term benefits, and hence be predictable well beyond the normal political and government planning cycle. A key objective should be to integrate and reflect climate change priorities throughout national and sub-national decision-making, planning and budget processes. Adaptation support should be prioritized for those who are most vulnerable to climate change impacts, but are least able to respond.

*Actions to address climate change require a whole-of-government, all-stakeholder approach.*

Actions require the coordinated and collaborative efforts of communities, public agencies, the private sector, national and local governments and, where appropriate, the international community. Robust, accountable and performance-driven leadership is required at all levels – national, provincial, district and community. Legal and traditional rights of stakeholders must be recognized.

*Addressing of climate change challenges and impacts requires technological advancement and innovation.*

The most effective and efficient ways to increase resilience to climate change, mitigate greenhouse emissions, and sequester carbon require scientific and technological advancement, including developing new and renewable energy technologies, new technologies to enhance energy efficiency and conservation, and increased uptake of adaptation technologies and carbon sink technologies. Methodological technologies and tools, such as ecosystem- and community-based approaches and decision support tools, require further assessment and uptake.

*Support cross-sector efforts.*

The impacts of, and opportunities to address, climate change cut across sectors and other components of the economy and society. It is important that climate change policies and strategies reflect a strategic and integrated approach that avoids unwanted side effects and maximizes beneficial synergies. For example, opportunities to integrate disaster risk reduction and climate change adaptation, and exploit the synergies between adaptation and greenhouse gas mitigation, must be pursued with vigour.

*Strengthen institutional capacities.*

Government, private sector and community-based institutions are needed to: coordinate activities; facilitate funding, technology transfer and capacity building; and monitor and evaluate implementation, outputs and outcomes. It is important to have an effective and efficient enabling environment that ensures administrative feasibility and operational capability. Institutions are needed to link national and local initiatives with the international frameworks for addressing climate change, disaster risk and the build up of greenhouse gases in the Earth's atmosphere.

*Ensure transparency and accountability.*

The processes of allocating funding, providing technologies, building capacity and sharing benefits should be transparent and accountable to the local needs for sustainable development. There should be recognition and rewards for actions that encourage and recognize appropriate change and timely progress.

*Participate in international cooperation, actively and meaningfully.*

Climate change is a serious, common challenge to the international community. Though the Pacific differs from other regions in the understanding of climate change, as well as in the ways and means of addressing the issue, there is a shared basic consensus for cooperation and dialogue to jointly address the challenges. Pacific island countries will continue to actively participate in the international negotiations of the United Nations Framework Convention on Climate Change (UNFCCC) and relevant activities of the Intergovernmental Panel on Climate Change (IPCC). They should be ready to strengthen international cooperation to address climate change, including cooperation related to adaptation, mitigation and sequestration, as well as technology transfer.

**Recommendation 6:** That the PIFACC Guide includes specific principles that can help shape responses to climate change in the Pacific islands region.

**Strengthen the Preamble.** The current preamble does not provide historical and institutional contexts for the policy framework. Suggested text is provided in Annex 2. The Guide could also include text boxes providing overviews of specific actions that demonstrate successful implementation of the PIFACC, such as regional adaptation and mitigation projects.

**Recommendation 7:** That the preamble in the PIFACC Guide includes more detailed historical and institutional contexts as well as a current overview of the consequences of climate change for the region.

**Increased Harmonization of Policies and Activities Related to Climate Change Adaptation and Disaster Risk Reduction.** Disaster risk management and climate change adaptation share commonalities in purpose in that they aim to reduce the vulnerability of societies to hazards by improving the ability to better anticipate, resist and recover from their impacts. There is enormous value added if adaptation efforts draw on the national platforms and other disaster risk reduction tools and experiences within and outside the Regional Disaster Risk Reduction and Disaster Management Framework for Action. Disaster risk reduction provides many tried and tested tools for addressing risk. Thus, rather than implement climate change adaptation separately, there is benefit in recognising that climate change is bringing a range of new risks and hazards. Disaster risk reduction is increasingly contributing to adaptation as the disaster management debate moves beyond core humanitarian actions of emergency response, relief and reconstruction towards disaster prevention, preparedness and risk reduction.

Some geophysical hazards (e.g. earthquakes, volcanic eruptions, tsunamis) are unrelated to climate change, at least in the short to medium term. For this reason alone there can never be a total convergence of disaster risk reduction and climate change adaptation. But for the Pacific, weather- and climate-related hazards underpin the majority of disasters. The economic damage and losses due to disasters are substantial. Importantly, there are decades of learning on coping with variability and change brought about by numerous, often compounding, pressures on social, economic and environmental systems. While disaster risk reduction expands beyond weather- and climate-related disasters, adaptation includes not only climate extremes, but also the more slowly evolving risks posed by systematic trends such as increasing mean temperatures and sea-levels. Thus, while there are clear synergies that must be exploited, there are also some mutually exclusive elements within disaster risk reduction and adaptation that need to be addressed separately, though still using a common risk management approach.

At the operational level in countries and communities, disaster risk reduction and climate change adaptation are largely indistinguishable. It is difficult for countries to make effective use of two regional policy frameworks which have so much in common. It is therefore desirable to work towards harmonization of the two frameworks, including much of the monitoring and reporting. The Regional Disaster Risk Reduction and Disaster Management Framework for Action is also undergoing a mid-term review, and every effort is being made to coordinate the two reviews. This provides a real opportunity to harmonize these two regional policy frameworks, and the implementation efforts.

The PIFS, SPREP, SOPAC and SPC share similar views on the need for improved integration of the Pacific Disaster Risk Management Platform and PCCR activities, with increased joint programming and the possibility of a joint oversight body. The recent decision of CROP Heads to consider establishing a CROP working group on climate change, including disaster risk reduction, is a timely initiative. However, there is a need to reflect on the failure of other such working groups to fulfil expectations. For example, there is merit in considering a wider membership, such as that for the newly established Pacific Energy Advisory Group.



**Recommendation 8:** Preparation of the PIFACC Guide should be used as an opportunity to harmonize implementation of the PIFACC and the Regional Disaster Risk Reduction and Disaster Management Framework for Action, and for signalling to countries and their development assistance partners that integration of policies and work programmes related to disaster risk reduction and climate change adaptation is both practicable and highly desirable.

**Question 4: What are the most appropriate institutional arrangements to support implementation of the PIFACC?**

A lack of appropriate institutional arrangements, and support, are among the many reasons offered for the poor performance in implementing the PIFACC. In terms of supporting more effective implementation, it is reaffirmed that a strengthened PCCR have principal regional oversight for the monitoring and evaluation of the PIFACC. Its role would also be to help ensure a rational and effective use of resources through assessment of the regional, sectoral, thematic and national work programmes that represent the collective Pacific response to climate change.

The work of the PCCR would be supported by both SPREP, serving as its secretariat, and by joint working groups comprising government officials with relevant expertise along with representatives of development assistance partners, including donors and relevant regional and international organizations. A working group would be established for each of the four high-level strategies in the PIFACC, while also taking into account the needs and opportunities reflected in other relevant regional policies.

There is cautious agreement among relevant CROP agencies on the desirability of holding joint meetings of the Platform and PCCR in alternate years (the Platform meets annually while the PCCR meets bi-annually), with perhaps one day of joint meetings (plenary session plus meetings of joint working groups). These would be based on the working groups already existing under the Disaster Risk Management Platform and the PCCR. Similar benefits would arise if the PCCR had comparable links with the Regional Meteorological Directors' meeting and with the Pacific Energy Advisory Group, among others.

Figure 5 suggests a possible organisational arrangement. These institutional arrangements will be considered in more detail during the concurrent review of the PCCR. A bi-annual regional climate change conference, similar to such regional conferences held in the 1990s could also be considered.

**Recommendation 9:** That organisational arrangements, including the PCCR, and associated support be strengthened in order to achieve more effective and efficient implementation and monitoring of the PIFACC.

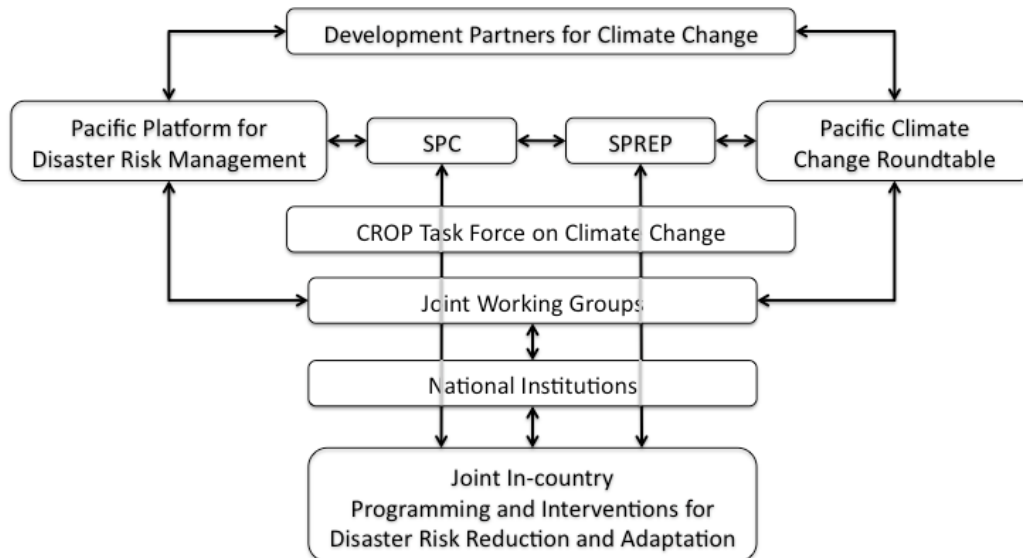


Figure 5. Proposed organisational arrangements to support implementation of the PIFACC.

**Question 5: What is an appropriate monitoring and assessment framework for the PIFACC?**

The lack of quantitative performance indicators, baseline information and performance targets is another of the reasons why there has not been more effective implementation of the PIFACC, and why there is little knowledge of what the PIFACC has achieved. It is proposed that implementation of a simple and yet effective PIFACC monitoring and evaluation framework should be funded as part of the SPREP work programme, with reports being submitted to the SPREP Governing Council via the PCCR.

Placing an additional monitoring and reporting burden on countries and CROP agencies is difficult to justify. The severe capacity constraints being experienced by all Pacific island countries and territories have to be acknowledged. For these reasons a simple monitoring and evaluation framework is proposed, based on the four high-level strategies, and including performance indicators, baseline information and performance targets. As part of their normal monitoring activities, performance information using the indicators would be provided by countries, territories, development partners and the joint working groups. Provision should also be made for submitting, accepting and utilizing meta-data. The information would be submitted online, at least annually, using the Climate Change Portal maintained by SPREP. Passwords would ensure that information would be secure, where necessary. Subsequently, SPREP would aggregate and evaluate the information, including reporting to the PCCR in time for its bi-annual meetings. The PCCR would, in turn, report the regionally aggregated results to the SPREP Governing Council and, through it, to the Forum Leaders and other relevant parties (Figure 6).

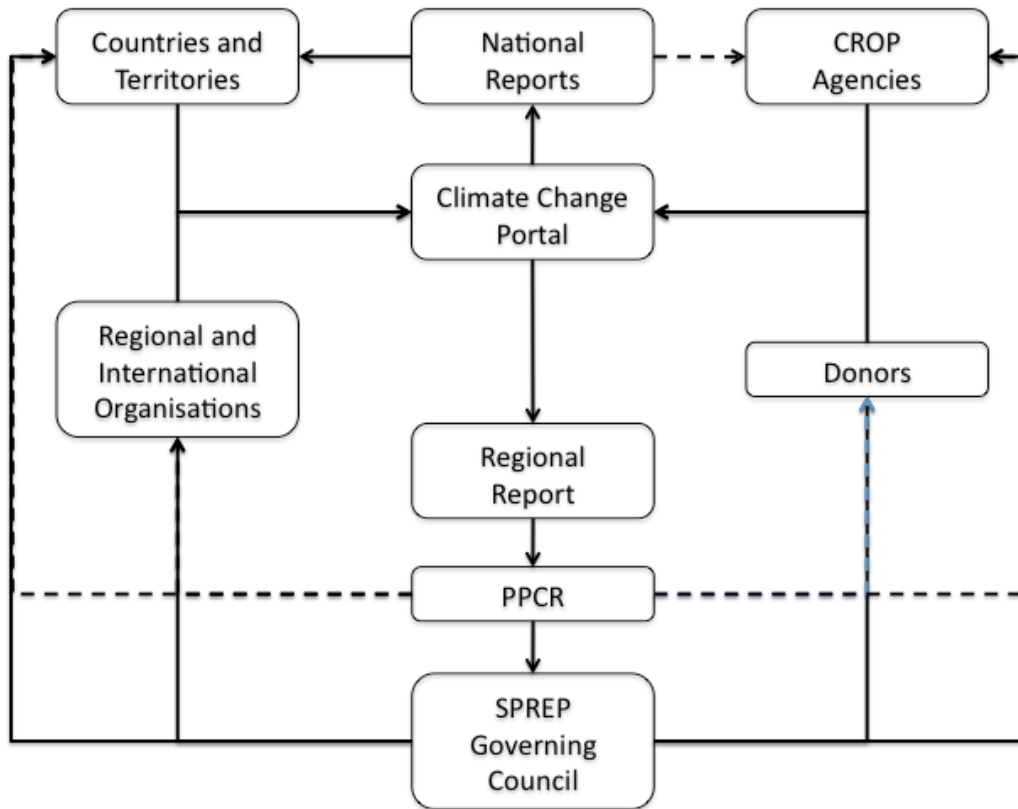


Figure 6. Proposed monitoring, reporting and evaluation system for PIFACC.

With the agreement of a country, national information - as opposed to just the regionally aggregated information - could also be made available to all parties via the Portal. This would provide SPREP and other development partners with the opportunity to evaluate the effectiveness of their bi-lateral work programmes on an ongoing basis.

The PIFACC monitoring and evaluation framework presented here draws on the monitoring and evaluation plans of other regional policies, including the Pacific Plan, the Disaster Risk Reduction and Disaster Management Framework for Action, the Framework for Action on Energy Security in the Pacific and the Action Strategy for Nature Conservation in the Pacific Islands Region. In particular, efforts have been made to harmonize monitoring of the implementation of the PIFACC and the Disaster Risk Reduction and Disaster Management Framework .

Table 3 presents a proposed monitoring and evaluation framework for PIFACC, based on the four action themes described above. The emphasis is on process and outcomes, but indicators related to inputs are also included.

**Recommendation 10:** That the proposed PIFACC monitoring and evaluation framework be approved, with the regional-level reporting and evaluation being implemented and funded as part of the SPREP work programme.

## **Follow Up to this Review**

It is understood that recommendations arising from this review will be considered and acted on by the SPREP Governing Council, with information papers being provided to Pacific Leaders through the PIFS.

### **References**

Hay, J.E., 2009: Assessment of Implementation of the Pacific Islands Framework for Action on Climate Change (PIFACC). Prepared for the Pacific Climate Change Roundtable and Secretariat of the Pacific Regional Environment Programme (SPREP), 20pp.

Hay, J.E and G. Sem, 1999: Evaluation and Regional Synthesis of National Greenhouse Gas Inventories, Volume 1, General Assessment and Regional Synthesis. Prepared for the South Pacific Regional Environment Programme (SPREP), 31pp.

OECD, 2009: Policy Guidance on Integrating Climate Change Adaptation into Development Cooperation, Organisation for Economic Co-operation and Development (OECD, Paris), 190pp.

**Table 3**

**Proposed Country-level Monitoring and Evaluation Framework for the PIFACC**

PIFACC Themes	Action	Enhancing resilience to climate change	Achieving sustainable low carbon development	Strengthening the capacity to respond	Monitoring, reporting and evaluation
<p><b>Performance INPUTS Indicators (examples only)</b></p>	<ul style="list-style-type: none"> <li>▪ Number of:               <ul style="list-style-type: none"> <li>▪ Government agencies implementing relevant activities</li> <li>▪ Non-governmental agencies implementing relevant activities</li> <li>▪ Development partners implementing relevant activities</li> <li>▪ Adaptation, disaster risk reduction, and related projects approved</li> </ul> </li> <li>▪ Total dollar value of all qualifying projects</li> <li>▪ Total duration of all qualifying projects</li> <li>▪ National expenditure on enhancing resilience (USD in last financial year)</li> <li>▪ Overseas development assistance for enhancing resilience (USD in last financial year)</li> <li>▪ Number of adaptation, disaster risk reduction, and related projects initiated</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number of:               <ul style="list-style-type: none"> <li>▪ Government agencies implementing relevant activities</li> <li>▪ Non-governmental agencies implementing relevant activities</li> <li>▪ Development partners implementing relevant activities</li> <li>▪ Emissions reduction projects approved</li> <li>▪ Renewable energy projects approved</li> <li>▪ Energy efficiency projects approved</li> <li>▪ Energy conservation projects approved</li> <li>▪ REDD and related projects approved</li> </ul> </li> <li>▪ Total dollar value of all qualifying projects</li> <li>▪ Total duration of all qualifying projects</li> <li>▪ National expenditure on enhancing resilience (USD in last financial year)</li> <li>▪ Overseas development assistance for enhancing resilience (USD in last financial year)</li> <li>▪ Number of low carbon development, and related</li> </ul>	<ul style="list-style-type: none"> <li>▪ National expenditure on building capacity to respond to climate change (USD in last financial year)</li> <li>▪ Overseas development assistance on building capacity to respond to climate change (USD in last financial year)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number of national reports submitted through the Climate Change Portal</li> <li>▪ Number of development partner reports submitted through the Climate Change Portal</li> </ul>	
	<p><b>PROCESS</b></p>		<ul style="list-style-type: none"> <li>▪ Percentage of:               <ul style="list-style-type: none"> <li>▪ Ministries and sectors with</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>▪ Number of reports of adequate standard</li> </ul>	

PIFACC Themes	Action	Enhancing resilience to climate change	Achieving sustainable low carbon development	Strengthening the capacity to respond	Monitoring, reporting and evaluation
<b>OUTCOMES</b>		<ul style="list-style-type: none"> <li>▪ Percentage of:               <ul style="list-style-type: none"> <li>▪ Population living in areas of high risk;</li> <li>▪ Capital assets located in areas of high risk</li> <li>▪ Natural ecosystems in areas of high risk</li> <li>▪ Total area of natural ecosystems lost annually</li> </ul> </li> <li>▪ Number of people days               <ul style="list-style-type: none"> <li>▪ Water supply is disrupted</li> <li>▪ Electricity supply is disrupted</li> </ul> </li> <li>▪ Number of days major roads and supply lines are disrupted</li> <li>▪ People killed annually by climate-related disasters (as % of population)</li> <li>▪ People affected annually by climate-related disasters (as % of population)</li> <li>▪ Economic losses due to climate-related disasters (as % of GDP)</li> </ul>	<p>projects initiated</p> <ul style="list-style-type: none"> <li>▪ Tonnes of carbon emissions avoided (per year)</li> </ul>	<p>climate change considerations integrated into planning and budgetary processes</p> <ul style="list-style-type: none"> <li>▪ In-country climate change and disaster risk reduction practitioners with tertiary qualifications</li> <li>▪ Number of:               <ul style="list-style-type: none"> <li>▪ climate change and disaster risk reduction projects completed and percentage with satisfactory or better terminal evaluations</li> <li>▪ hits on the Climate Change Portal</li> </ul> </li> <li>▪ Ratio of the average actual duration of completed projects to the average planned duration at inception</li> </ul>	
<b>Baseline</b>	Defined by national data acquired through the Pacific Disaster Risk Assessments	0.96 tonnes of CO <sub>2</sub> per capita from the energy sector in 1990 (approx) (Reference: Hay and	Defined by the climate change components of the National Capacity Self Assessments and	No effective reporting on implementation of the PIFACC	

<b>PIFACC Themes</b>	<b>Action</b>	<b>Enhancing resilience to climate change</b>	<b>Achieving sustainable low carbon development</b>	<b>Strengthening the capacity to respond</b>	<b>Monitoring, reporting and evaluation</b>
		project, NBSAP Reports, Ministry Reports etc	Sem, 1999)	by Climate Change Portal Statistics	
<b>Performance Targets</b>		By 2015, less than the average for the past ten years	0.5 tonnes of CO <sub>2</sub> equivalent per capita by 2015	50% increase from baseline values by 2015	<ul style="list-style-type: none"> <li>▪ National and development partner reports submitted bi-annually to SPREP;</li> <li>▪ SPREP presents comprehensive evaluation report to the PPCR bi-annually</li> </ul>

## Annex 1

### TERMS OF REFERENCE

#### CONSULTANCY TO CONDUCT THE MID-TERM REVIEW OF PIFACC AND ITS ACTION PLAN

##### 1. Background

Climate change threatens to heighten the impacts of hydrometeorological hazards such as floods, droughts, storm surges and tropical cyclones in many Pacific island countries and territories (PICTs), both by changing the frequency and/or intensity of extreme events and by bringing changes in mean conditions that may alter the underlying vulnerability of populations to hazards. In addition sea level rise introduces a new dimension to coastal erosion and inundation in low-lying areas and atolls throughout PICTS. A key challenge and opportunity therefore lies in building a bridge between current disaster risk management efforts aimed at reducing vulnerabilities to extreme events and efforts to promote climate change adaptation. It is critical for sustainable development in PICTs to ensure that future adaptation strategies and actions address future risks.

The vulnerabilities referred to above are the core underpinnings the Pacific Leaders decision to call for and endorsed the Pacific Islands Framework for Climate Change (PIFACC). Pacific Leaders in Madang 2005 endorsed the Pacific Islands Framework for Action on Climate Change (PIFACC) 2006-2015 and SPREP developed the Action Plan in 2007 in recognition of the severe threat PICTs face from climate change. The PIFACC and its Action Plan sets out principles and national and regional activities to guide and support the development and implementation of national and regional activities consistent with the Framework's goals and vision. The Framework's vision is *"Pacific island people, their livelihoods and the environment resilient to the risks and impacts of Climate Change"*.

As a regional policy, the Framework guides coordinated regional and national climate change programmes of actions. Although there are commitments at the regional and international levels, the commitments will be made more meaningful if synergies and linkages are explored and climate change concerns are mainstreamed into national sustainable development strategies. By promoting links with, inter alia, more specific regional and national instruments and plans across specific sectors such as water, agriculture, energy, forestry and land use, health, coastal zone management, marine ecosystems, ocean management, tourism, and transport, PIFACC addresses the issues of climate change in the integrated, multi-stakeholder approach that is required.

The 2009 Pacific Climate Change Roundtable held in Majuro recommended a midterm review of the Framework and its Action Plan which is consistent with the Framework's monitoring requirement.



## **2. Purpose**

Although the PIFACC is in force until 2015, a mid-term review was part of its monitoring and evaluation requirements. A lot have happened since 2006 in the area of climate change that shaped the climate change landscapes at the regional and national levels. There are more donors and greater levels of financing available for climate change and marked increase in national climate change enabling activities. National Adaptation Programme of Actions (NAPAs) were developed in the Pacific LDCs and more adaptation and mitigation activities including multilateral and bilateral climate change initiatives and various outcomes from the UNFCCC processes are among the many drivers of climate change initiatives that are consistent with the PIFACC.

The significance of this proposed mid-term review of the PIFACC is timely. Not only it will take stock of implementation progress but this review is a 'forward looking' review where the relevancy of the framework in consolidating national and regional climate change adaptation and mitigation priorities and providing a regional policy framework to continue guiding a coordinated regional approaches in support of national PIFACC implementations. Similarly the linkages to the review Framework and Action Plan to existing climate change related policies such as the Pacific Plan, Niue Declaration, Cairns Compact among others should be defined.

In order to ensure appropriate coordination of activities under the Framework, the Pacific Climate Change Roundtable (PCCR) in 2009 tasked the Secretariat of the Pacific Regional Environment Programme (SPREP), the lead coordination agency for climate change and the Framework with the development of this proposal to address the following recommendations:

- that a mid-term review of the PIFACC be conducted in accordance with Article VII of PIFACC;
- that the mid-term review should aim at strengthening the relevancy of the Framework and action plan and consider gaps including ecosystem-based approaches, adaptation technology, links with mitigation, disaster risk management and community-based approaches.

## **3 Objectives:**

The consultant is to conduct the mid-term review of PIFACC and its Action Plan in consultation with SPREP and in accordance with Article VII of PIFACC and specifically to:

- Ensure the relevancy of the PIFACC and action plan and consider gaps including ecosystem-based approaches, adaptation technology, links with mitigation, disaster risk management and community-based approaches; and
- Focus on ensuring that there is a clear set of recommendations for how the PIFACC might be implemented over the remaining term, linked to the operations of the PCCR and including a specific and measurable performance framework

#### 4. Tasks

The review will be coordinated by SPREP which will assist the consultant in seeking inputs from members, national agencies, development partners and regional agencies.

A set of broad strategic questions is being formulated with a view to gather information about the extent to which the implementation of the PIFACC has progressed so far; key lessons learned and emerging climate change adaptation and mitigation priorities which should be addressed in the PIFACC as a regional policy to ensure its relevancy and continued focus on actions based on national and regional adaptation and mitigation<sup>2</sup> priorities beyond 2015.

Specifically the process is to be informed by the following:

- National Climate Change Programme of Action such as NAPAs, national strategic plans, national communications, National Climate Change Policies etc;
- Lessons learned and recommendations from previous Pacific Climate Change Roundtables.
- Relevant regional policy drivers including the Pacific Plan, Leaders Communiqué, Regional Disaster Risk Management Framework for Action, Regional Integrated Water Management Policy, Regional Ocean Policy, Pacific Island Energy Policy, Regional Meteorological Services Action Plan among others;
- Response from strategic questions sent to all Members to gather key input on their views on the Framework implementation and how to maintain the Framework's relevancy in guiding national climate change activities and donors support;
- In-country follow-up teleconference;
- Sub-regional workshops;
- Targeted consultation with key regional agencies and development partners on climate change;
- Preparation and initial and final draft monitoring and evaluation framework for the PIFACC and its action plan's implementation; and
- Preparation of initial and final draft revised Framework and its Action Plan and the monitoring framework.

The consultant is specifically required to undertake the following activities:

- Undertake regional and national consultations as planned out by SPREP
- Review and propose revisions and updates to the Framework and action plan based on:
  - Gaps identified such as the linkages of climate change impacts with biodiversity (ecosystem based approaches); community based approaches and links with disaster risk management and identifying additional areas of concerns

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<sup>2</sup> 'Monitoring' include the non-energy sector aspects of mitigation, in particularly GHG monitoring, inventory and modelling.

- Identify emerging regional and national priorities
- Conduct and facilitate a sub-regional workshop in Fiji.
- Analyze responses to strategic questions sent to members
- Analyze information collated by the secretariat from teleconferences to be determined while the consultant is in Samoa and to be facilitated by SPREP.
- Propose a practical monitoring and evaluation framework for reporting on the progress of PIFACC implementation
- Identify, assess and recommend practical collaboration options or alignment and improved coordination in the implementation of the PIFACC with the Regional Disaster Risk Management Framework for Actions taking into considerations opportunities and practicalities for a joint review and or implementation based on lessons learned from the implementation of the two frameworks under the Pacific Plan (this should also apply to other relevant regional policies).
- Submit a record and evidence of the review process, and recommendations arising from the consultations
- Develop initial and final draft reports, containing recommendations to revise and update the PIFACC & Action Plan

## 5. Deliverables

The key outputs will be as follows:

- A final draft of a revised/updated PIFACC and Action Plan based on the review findings.
- A final draft of a simple and practical monitoring and assessment framework for the implementation of the PIFACC

## 6. Timeline

<i>Timing</i>	<i>Activity</i>
<i>April:</i>	<ul style="list-style-type: none"> <li>○ Finalisation and circulation of TOR for stakeholders' feedback</li> <li>○ TOR and timeline finalisation</li> <li>○ Consultants expressions of interest</li> <li>○ Strategic questions to circulated by Secretariat</li> </ul>
<i>May: (from 22nd)</i>	<ul style="list-style-type: none"> <li>○ Consultation to commence</li> <li>○ Review of literature</li> <li>○ Sub-regional workshop in Nadi and targeted consultations in Fiji and Samoa</li> <li>○ Assessment of responses to strategic questions</li> <li>○ Teleconferences if required</li> </ul>
<i>June: (by 18<sup>th</sup>)</i>	<ul style="list-style-type: none"> <li>○ Initial and final outputs</li> <li>○ Total number of days: 28</li> </ul>
Specificity:	<p>The consultation in SPREP will include members of the climate change team who are in country and other interested parties. This consultation will be in a workshop style where initial findings, proposed content and structure of the drafts are to be discussed and any other matters that SPREP might wish to discuss.</p> <ul style="list-style-type: none"> <li>○ 23<sup>nd</sup> – 25<sup>th</sup> May – Suva (consultations with Suva based partners, regional organizations, donors, key regional agencies and NGOs).</li> <li>○ 26<sup>th</sup> May – Nadi (sub-regional workshop)</li> <li>○ 27<sup>th</sup> May – 2<sup>th</sup> June – Suva (completion of Suva consultation)</li> <li>○ 1<sup>st</sup> – 4 June – Samoa (consultations with Samoa based partners, regional organizations, donors, and SPREP; teleconference if required).</li> <li>○ 8<sup>th</sup> June – consolidated first draft reports to SPREP</li> <li>○ 18<sup>th</sup> June final draft reports to SPREP</li> </ul>

## **Annex 2**

### **Possible Text for Inclusion in the Preamble**

Responses to climate change in the region had their origins in PICs becoming Parties to the UNFCCC. Initiatives were project-based and focused on activities that enable PICs to meet their obligations under the Convention. The main regional initiative was the Pacific Islands Climate Change Assistance Programme (PICCAP), funded by GEF. It was the dominant funding mechanism. Countries, as well as the growing number of development partners, were keen to know the future of climate change in the region. Due to its funding by GEF, PICCAP focused on long term climate change rather than extreme events, including climate related disasters.

Discussions resulted in the PIFACC and the Regional Disaster Risk Reduction and Disaster Management Framework for Action being considered and endorsed in concurrent meetings held in Madang, Papua New Guinea. At that time governments, donors and practitioners were working in silos, one related to adaptation and one to disaster risk management, with no effective interaction.

Subsequently SPREP was tasked to prepare action plan for implementing the PIFACC. This is the origin of two documents: the climate change policy framework and the action plan. The PIFACC called for a mid-term review in 2010. The 2009 meeting of the PCCR confirmed the need for such a review, and highlighted the need to strengthen the relevancy of the PIFACC and its action plan, and consider gaps including ecosystem-based approaches, adaptation technology, and links with mitigation, disaster risk management and community-based approaches.

However, no resources were made available for the mid-term review. This influenced the approach to the review, with consultations with countries being held in conjunction with meetings related to preparing a new strategic plan for SPREP.

### **The Pacific and Climate Change**

The Pacific islands region is acknowledged to be one of the most vulnerable regions in the world, in part due to the current and anticipated impacts of climate change. The high vulnerability of countries as well as communities is primarily influenced by the high sensitivity of the Pacific's natural, economic and social systems to the anticipated changes, especially extreme events, and the generally low capacity of all these systems to adapt. Traditional coping practices have at times combined with the inherent resilience of the Pacific's natural ecosystems to reduce the early impacts of extremes and variability in the climate and oceanic conditions. However, even the most resilient social and natural systems of the Pacific are now considered to be extremely vulnerable.

Governments are concerned about the additional burden of responding to climate change, on top of existing development challenges. In addition, due to the small size of their greenhouse gas emissions, on a national, per capita and historic basis, many governments are unwilling to commit significant, if any, national funding to meeting the additional costs of adaptation. Rather, they consider that funding the costs of adaptation in Pacific and other developing countries is the moral and legal responsibility of developed countries. Even when resources are available to respond, uncertainties in future climatic conditions are often larger than is desirable for informed policy making and planning. For these reasons, no regrets adaptation interventions are of critical importance to Pacific island governments, sectors and communities.

Global warming is already increasing climate-related hazards, and their consequences are escalating. As a result, many traditional coping strategies are becoming ineffective. Future changes in climate that are likely to have substantial economic, ecological, social and cultural significance include increased variability and extremes in rainfall, tropical cyclones and other disturbances becoming more intense, with increased peak wind speeds and higher mean and peak rainfall, increases in mean and extreme high sea levels and increased ocean acidity and temperature. Most of these changes affect more than one significant economic sector or aspect of human life. It is anticipated that, as such climate change impacts increase, an increasing number of people in the Pacific region will be forced to relocate, be it within their own island or country, or to a more distant location.