



Framework for Resilient Development in the Pacific

Monitoring and Evaluation Strategy

Pacific Resilience Partnership



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**Framework for Resilient
Development in the Pacific
Monitoring and Evaluation Strategy
Pacific Resilience Partnership**

Suva, Fiji, 2020

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Foreword

The Framework for Resilient Development in the Pacific (FRDP) is the current regional policy that guides action to ensure that future development is more resilient to the adverse effects of climate change and disasters, with the Pacific Resilience Partnership (PRP) as the umbrella implementation mechanism for the FRDP.

In order to be able to appreciate the contribution or impact of the FRDP and PRP, a monitoring and evaluation (M&E) framework is a critical tool to measure and be able to report back on such impacts. Equally important, the M&E framework will guide and inform how activities and actions can be improved.



The Pacific Forum Leaders in their meeting in Tuvalu in 2019 called on the PRP Taskforce to finalise the M&E framework by the end of 2021, with a progress update in 2020. This Strategy is the first step towards completion of the framework. It is in this context, and as Chair of the PRP Taskforce, that I am pleased to present the FRDP Monitoring and Evaluation Strategy (the Strategy).

The Strategy identifies factors and interventions that need to be considered for the development and effective operationalisation of the FRDP M&E Framework and through its launch we encourage countries and agencies to use it as a guide towards strengthening national M&E systems.

The next phase is to collate best practices in M&E across the region. This can also inform the development of the FRDP M&E framework, as well as inform ongoing efforts at the national level towards strengthening their M&E systems.

To this end, I would like to take this opportunity to thank SPC, SPREP, PIFS and USAID for committing resources to enable completion of this Strategy and our PRP members, whose input and guidance have been invaluable.

A blue ink handwritten signature, appearing to read 'Engel Raygadas', with a horizontal line extending to the right.

Engel Raygadas
Chair, Pacific Resilience Partnership Taskforce

Summary

The Pacific Resilience Partnership (PRP) is launching a strategy that sets the path for monitoring and evaluating the Framework for Resilient Development in the Pacific (FRDP).

Monitoring and evaluation (M&E) are essential activities for learning and improving performance. They provide an opportunity to learn about what worked or did not work and why in a systematic way and how things might be done differently in the future to ensure targets and more desirable outcomes are realised.

The FRDP M&E Strategy (the Strategy), seeks to ensure good quality monitoring and evaluation evidence is integrated into climate and disaster resilience governance processes across sectors and at sub-national, national and regional levels. Doing this strengthens accountability for resilient development investments and efforts in the Pacific region and provides a more solid evidence base for future decisions and communications.

The Strategy identifies the following factors as critical to the development and operationalisation of the FRDP M&E framework:

- strengthened and operable national M&E systems for resilient development;
- resilient development reporting systems that are **coherent, vertically and horizontally integrated, and gender and socially inclusive**; and
- cooperation among resilient development stakeholders that is based on **genuine and enduring partnerships**.

It will take time for the Strategy to be fully implemented and its benefits realised, in terms of fully institutionalising the kind of evidence-based decision-making it seeks create. Such an institutional architecture must be adaptable and responsive to the influence of improved understanding of vulnerability, risk and resilience in a changing climate and environment.

1. Introduction

Why monitoring and evaluation are important for resilient development

- 1.1 The Pacific Resilience Partnership (PRP) is responsible for translating the Framework for Resilient Development in the Pacific (FRDP) from policy to action. It envisions a Pacific people, culture, economy and environment that is “resilient to changing conditions and extreme events resulting from climate change, climate variability and geological processes” without undermining sustainable development.¹
- 1.2 The implementation mechanism of the FRDP states that, “A monitoring, evaluation and reporting framework will be developed in consultation with PICTs to be endorsed by PICTs, with support from regional organizations and development partners”.² Such a framework is to align with PICT reporting to the United Nations Sustainable Development Goals, the Sendai Framework for Disaster Risk Reduction, Nationally Determined Contributions under the Paris Agreement, as well as each country’s national development plan.³
- 1.3 Pacific Leaders have called for an expanded concept of regional security “as the Blue Pacific” to include “human security, humanitarian assistance, prioritizing environmental security and regional cooperation in building resilience to disasters and climate change”.⁴ In times of increasing climate and disaster impacts and constrained resources, incorporating resilience-building lessons about what works and how to improve is and will become increasingly critical to ensuring human security in the region’s longer-term future. The M&E of the FRDP supports this high-level call for human security in the region in the context of its three goals: (1) strengthened integrated adaptation and risk reduction to enhance resilience to climate change and disasters; (2) low-carbon development and mitigation; and (3) strengthened disaster preparedness, response and recovery.⁵
- 1.4 Climate and disaster resilience M&E in the Pacific region are largely confined to donor-funded projects and programmes. A more robust analysis is urgently needed, one that explains how resilience investments reduce climate and disaster vulnerability at aggregate levels (sub-national, sector and/or national). Development aid continues to flow to the region with minimal evidence of its effectiveness and impact on overall resilience and sustainability. Such trends constrain learning about what works to reduce vulnerability and how policies, projects and other interventions could be adaptively managed to safeguard Pacific communities, their culture, economies and environment in the context of a changing climate and geological hazards.

¹ SPC, et al. (2016). Framework for Resilient Development in the Pacific: An Integrated Approach to Assess Climate Change and Disaster Risk Management (FRDP) 2017–2030. Pacific Community, Secretariat of the Pacific Regional Environment Programme, Pacific Islands Forum Secretariat. Page 5.

² *ibid.* Page 27

³ *ibid.* Page 27.

⁴ Pacific Islands Forum. (2018). *Forty-Ninth Pacific Islands Forum Communiqué*. Retrieved from <https://www.forumsec.org/forty-ninth-pacific-islands-forum-nauru-3rd-6th-september-2018/>

⁵ SPC et al. (2016). Framework for Resilient Development in the Pacific: An Integrated Approach to Assess Climate Change and Disaster Risk Management (FRDP) 2017–2030. Pacific Community, Secretariat of the Pacific Regional Environment Programme, Pacific Islands Forum Secretariat. Page 12.

- 1.5 This strategy conceptualises a framework for institutionalising resilience M&E for the purpose of learning, accountability and adaptive management of resilient development across sectors, and at sub-national, national and regional levels of governance. The Strategy uses the following definitions:
- **monitoring:** the systematic and continuous collection of information that enables stakeholders to check whether an intervention is on track or achieving set objectives
 - **evaluation:** a systematic assessment of the worth or utility of an intervention at a specific point in time, for example whether a policy has been effective in achieving set objectives⁶
- 1.6 Institutions in the Pacific Islands incorporate a blend of modern and customary values and practices and it is important to measure resilience in this context. Pacific leaders often emphasise, as they did at the 2018 Forum Meeting in Nauru, that “sustainable development in the region should be achieved on its terms and in a way that recognises the region’s rich culture, national circumstances, and oceanic resources”.⁷ For this reason, the strategy calls for the use of methodologies and tools of assessment that resonate with indigenous and local worldviews, such as the Kakala Research Framework and the talanoa method of data gathering. The Kakala Framework provides Pacific Islanders with the means to “articulate theories from their perspectives and to articulate Pacific world views in their thinking”.⁸ Talanoa, an indigenous Polynesian word that literally means ‘conversation’, is a recognised research method that engages people to “story their issues, their realities and their aspirations”.⁹ These tools are effectively applied via capacity-building programmes that use **practice-based professional learning**¹⁰ and **participatory action research**.¹¹

How monitoring and evaluation connect resilience and sustainability policies and programming

- 1.7 The strategy recognises that the institutional factors that shape people and communities’ vulnerability to climate and disaster impacts and hazards also determines poverty.¹² It is therefore important that the M&E of resilient development harmonises with existing sustainable development and poverty alleviation M&E processes.

⁶ Price-Kelly, H., Hammill, A., Dekens, J., Leiter T. and Olivier, J. (2015). *Developing national adaptation monitoring and evaluation systems: A guidebook*, IISD & GIZ

⁷ Pacific Islands Forum. (2018). *Forty-Ninth Pacific Islands Forum Communiqué*. Retrieved from <https://www.forumsec.org/forty-ninth-pacific-islands-forum-nauru-3rd-6th-september-2018/>

⁸ Fua, S., J. (2014) *Kakala research framework: A garland in celebration of a decade of rethinking education*. In *Of Waves, Winds & Wonderful Things: A decade of rethinking Pacific education*. USP Press, Suva, Fiji. Page 1.

⁹ Vaiolleti, S. L. (1999–2002). *Series of talanoa*. Palo Alto, Oakland, San Francisco, California. Page 22.

¹⁰ An educational strategy that integrates theory or ‘classroom’ learning into real-life work experiences, where participants are employed or may potentially be employed in future.

¹¹ A research approach, whose focus is determined by community priorities and capacities and produces ‘actionable’ knowledge.

¹² For the purpose of this report, the term **institutions** refers to formal (values, norms, customs and culture) and informal (policies, laws, regulations, organisations) rules and mechanisms that influence individual and collective activities and engagement; **vulnerability** means the susceptibility of being harmed when exposed to an external shock or hazard; **resilience** means the ability to continue functioning in the face of shocks and hazards; and **climate and disaster impacts and hazards** means climate and disaster related extremes, trends and events that have the potential to deter countries from achieving their national sustainable development goals.

1.8 Each country's approach to resilience M&E varies according to:

- how FRDP's three goals (see section 1.3) are framed in policy and plans and the institutional mechanisms under which monitoring and reporting are conducted;
- the extent to which resilience M&E is integrated horizontally (across sectors) and vertically (sub-national and national levels);¹³
- the extent to which gender and social inclusivity issues are considered;
- the existence and nature of indicators and baselines used for M&E (most are output-focused with less emphasis on outcomes);
- the extent to which climate and disaster resilience reporting (Sendai Framework for Disaster Risk Reduction and the Paris Agreement, SFDRR) and sustainable development reporting (United Nations Sustainable Development Goals, SDGs) are integrated; and the people and institutional knowledge and capacities for M&E of resilient development projects and initiatives.

1.9 At the same time, each country is committed to meet standardised reporting procedures required under SFDRR, the Paris Agreement and the SDGs. The lack of coherence and synergy in linking climate (Paris Agreement), disaster (SFDRR) and sustainable development (SDG) reporting nationally is a barrier to ensuring alignment, connectivity and efficiency in terms of integrating resilience-building and sustainable development programming and financing.¹⁴

1.10 The effectiveness of national resilience M&E systems is determined by the extent to which data, information, experiences and learning from sectors and sub-national levels are collected, aggregated, synthesised and used to strengthen ongoing resilient development decision-making, planning and implementation. Hence, the M&E of the FRDP will require an approach that is sensitive to national contexts, whilst creating a standardised approach to assessing resilient development processes, outcomes and lessons.

1.11 Broadly, the Strategy frames the M&E of the FRDP according to three assessment stages that link resilience actions and outcomes to sustainability in the following ways.

- **Process:** refers to the resilience-building actions and interventions by institutions and governments to manage climate and disaster risks, usually via policies, plans, projects or programmes. These are the activities and actions listed in sub-national, national and/or regional policies and plans on climate and disaster risk reduction, climate mitigation and/or disaster preparedness, response and recovery.
- **Outcomes:** refers to the results of the implemented actions (policies, plans, projects or other interventions) by institutions and governments that may have changed the vulnerability of people and communities to disaster and climate change. In general, these are the expected outcomes articulated in national resilience policies and plans of governments.
- **Impact:** refers to the effects of changing vulnerabilities resulting from resilience-building actions and activities, on longer-term development goals and wellbeing of people and communities. These are the national sustainable development goals.

1.12 The M&E of the FRDP creates opportunities to more systematically incorporate gender and social inclusivity considerations into resilient development planning, implementation and appraisal. This is done by ensuring that baselines and indicators, as well as methods of data gathering, synthesis and reporting, identify and address gender inequalities, including the impacts of climate change, disasters and resilient development investment actions on women and men.

¹³ The vertical integration of M&E is the process of forging strategic and intentional linkages between national and sub-national monitoring and evaluation systems and horizontal integration is when these linkages are created across sectors

¹⁴ Price-Kelly, H., Hammill, A., Dekens, J., Leiter T. and Olivier, J. (2015). *Developing national adaptation monitoring and evaluation systems: A guidebook*, IISD & GIZ

2. The Monitoring and Evaluation Strategy of the Framework for Resilient Development in the Pacific

Theory of change (Figure 1)

2.1 This Strategy posits that the development and effective operationalisation of the FRDP will be enabled via the following interventions:

- ◆ strengthening national M&E systems;
- ◆ ensuring coherent and inclusive resilient development reporting at national, regional and international levels; and
- ◆ embedding a culture of cooperation and genuine partnership among stakeholders.

These interventions are done to enable assessments of country-specific policy and institutional context-specific factors that shape:

- ◆ how national climate and disaster resilience activities (*process*) contribute to
- ◆ reducing vulnerability (*outcome*) and
- ◆ how this, in turn, affects the achievement of longer-term sustainable development goals and wellbeing (*impact*).

These interventions are done so that:

- ◆ the FRDP M&E system is both *standardised and context-responsive* in *connecting* people, communities, governments and other agencies in a gender and socially inclusive way, and in *alignment* with global frameworks for resilience (SFDRR and NDC/Paris Agreement) and sustainable development (SDGs).

These interventions are done so that:

- ◆ resilient development decision-making and investment prioritisation processes are informed by good quality M&E evidence that safeguards the livelihoods, wellbeing and cultural identity of people and places that are particularly vulnerable to climate change and disasters.

The objectives

2.2 To achieve its ambition, the Strategy sets out three objectives (Figure 2):

- to strengthen and operationalise national M&E systems for resilient development (Section 3)
- to ensure that national and regional M&E systems are **coherent, vertically and horizontally integrated**, and **gender and socially inclusive** and harmonise reporting requirements under the SDGs, the Sendai Framework and the Paris Agreement (Section 4)
- to embed a culture of cooperation among resilient development M&E stakeholders that is based on genuine and enduring partnerships (Section 5).

Figure 1: FRDP theory of change

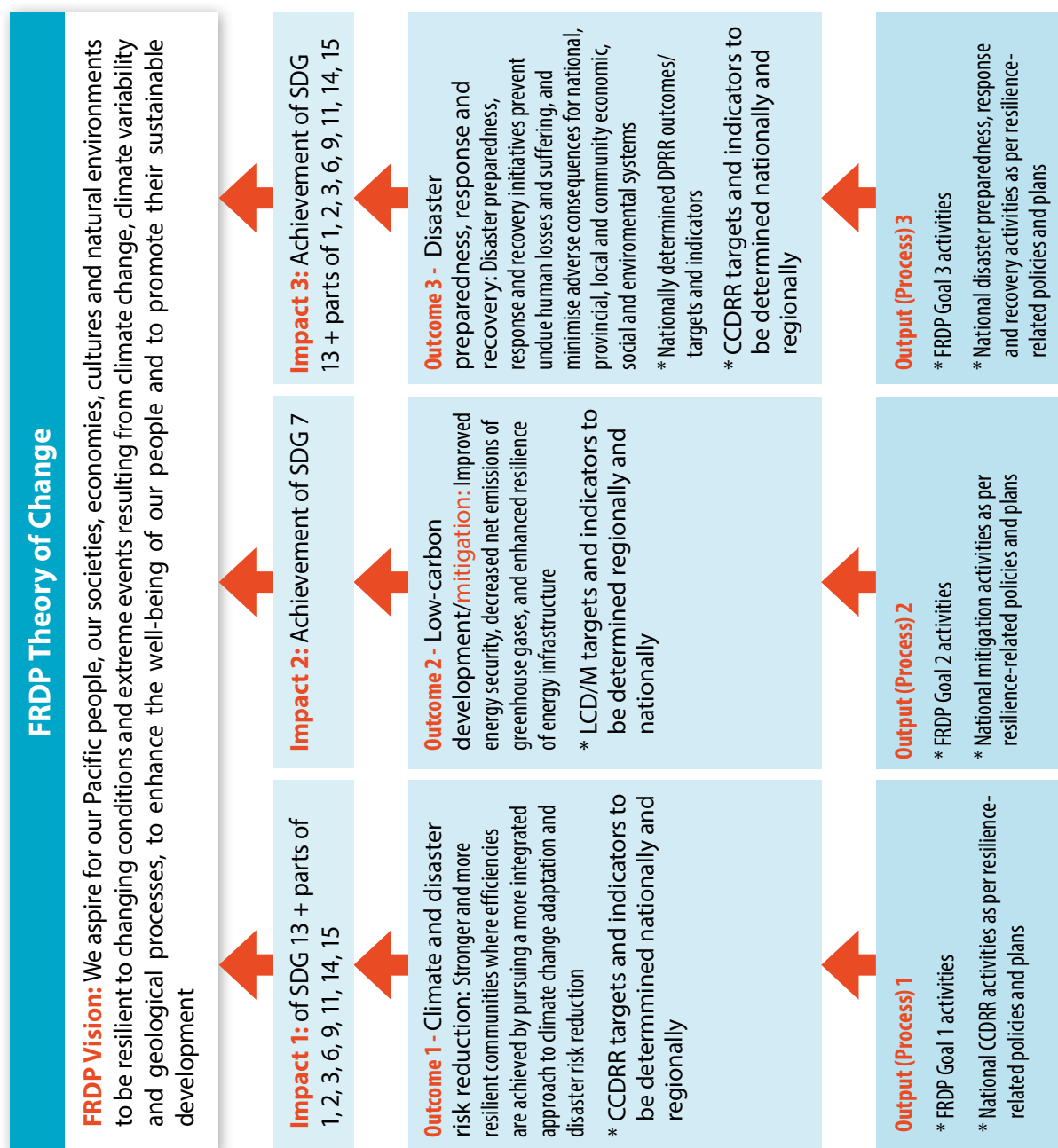
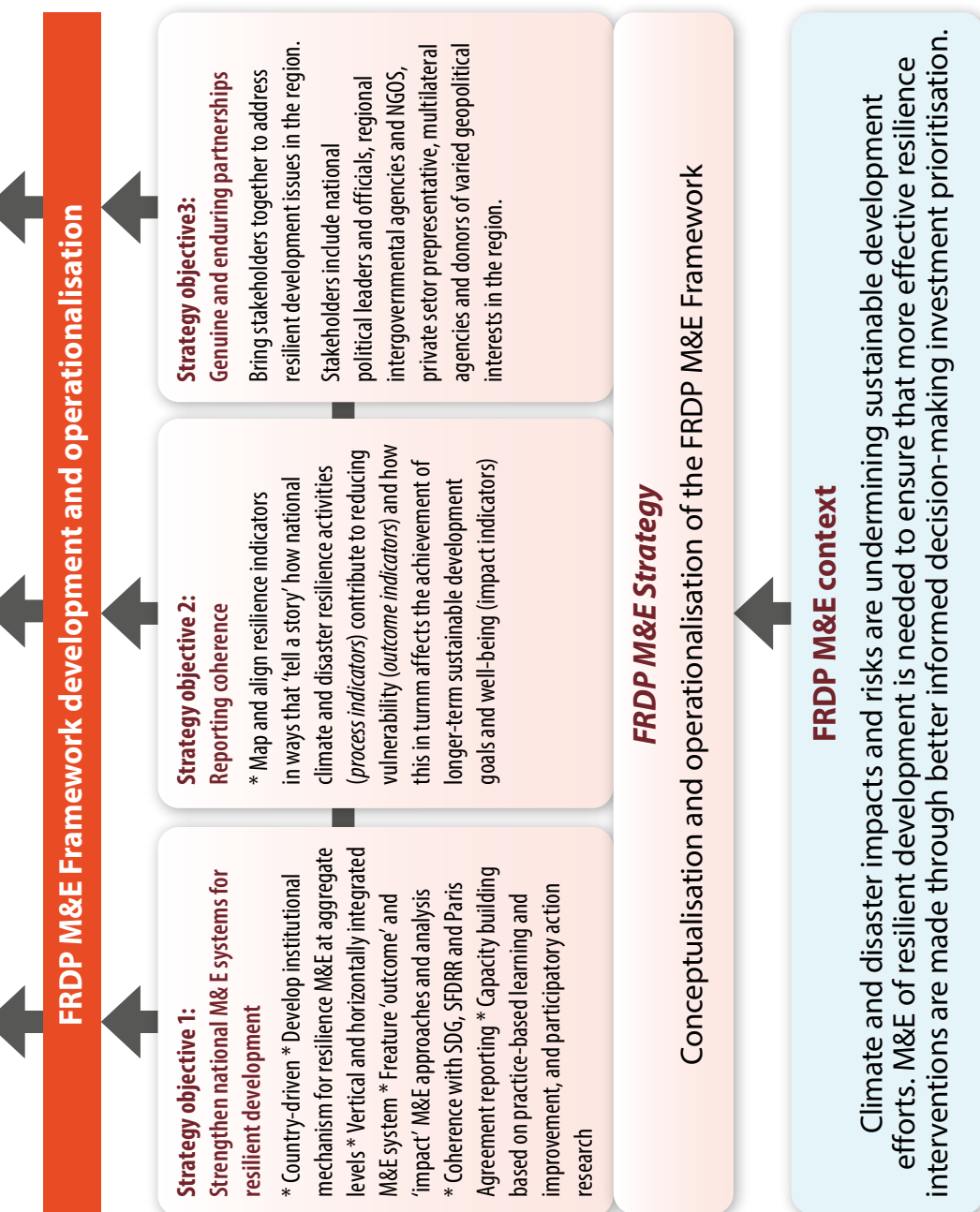


Figure 2: FRDP M&E Framework and operationalisation



The scope

- 2.3** Monitoring and evaluation may be conducted at project or aggregate levels. Project level M&E are specific in scope and focus (e.g. individuals, households, communities) or to a particular objective (e.g. water security). The Strategy focuses on aggregate M&E, where changes in resilience will be at sub-national, sector, national and regional levels, and within which various projects from different sectors may be situated.¹⁵ As such, the Strategy deals mainly with the M&E of resilience policies, strategies and plans that are aligned with its three goals, most of which are contextualised to national jurisdictions.
- 2.4** Ideally, M&E is part of an overall resilience planning and implementation process (rather than post-implementation) to enable 'checking' on whether the policy or plan implementation is on track and effectively achieving its resilient development objectives. The Strategy recognises that each PICT's M&E institutional mechanisms and approach to resilience development policies and plans vary in nationally distinct ways.
- 2.5** The PRP Taskforce considers M&E to be a key mechanism for generating evidence to assess the FRDP progress and inform resilience governance in the region. Moreover, the taskforce agreed at the November 2019 meeting that the performance of the PRP governance arrangement also needs to be regularly monitored and evaluated.

3. Strengthening national M&E systems

- 3.1** The Strategy sets out a regional framework that will complement national M&E efforts and addresses the common institutional factors that constrain communities and countries from systematically incorporating lessons from past interventions into actions that will better support resilience and adaptability to future disasters and climate change. The establishment of strategic institutional mechanisms that channel the flow of knowledge and resources between people, communities, agencies and countries for good resilience governance is an important purpose of the Strategy and its forthcoming framework.
- 3.2** The framework recognises the recently developed **Pacific Resilience Standards (PRS)** as a key reference guide that sets the benchmark for what should be considered effective resilience standards and practices. Moreover, the PRS may be used as a tool for assessing the effectiveness of national M&E systems to operationalising the FRDP.
- 3.3** The strengthening of national M&E systems will entail the **establishment of clear and operational institutional arrangements and mechanisms**, such as:
- **vertical and horizontal integration** of resilient development M&E across sectors and at national and sub-national levels;
 - incorporation of **gender and social inclusivity considerations** in the assessment of resilience at national, sub-national and sector levels;
 - **coherent reporting systems** for SFDRR, Paris Agreement and SDGs;
 - incorporation of views and participation from **a diverse range of stakeholders**, including government, non-government and private sector agencies, minority groups and outer island and remote communities;

¹⁵ Price-Kelly, H., Hammill, A., Dekens, J., Leiter T. and Olivier, J. (2015). *Developing national adaptation monitoring and evaluation systems: A guidebook*, IISD & GIZ

- meaningful incorporation of **traditional knowledge and culture** into national resilience M&E processes;
- established **vulnerability baselines** across sectors and geographical scales for **resilience outcome monitoring**;
- established **information and knowledge management** processes and protocols and appropriate data gathering methods to efficiently support national resilience M&E processes; and
- ongoing **practice-based learning and capacity development** programmes for **resilience M&E up-skilling** of government, NGOs and private sector personnel, as well as community groups and primary, secondary and tertiary students.

3.4 A **country-driven approach** to the development and operationalisation of national M&E systems (with the above-mentioned features) will be important for leveraging the kind of data gathering and synthesis processes that generate 'situated' (case or place specific) knowledge about the extent to which FRDP activities have been implemented, levels to which its three key outcomes (as per three goals) have been realised, and how these may have contributed to the achievement of national sustainable development goals.

3.5 Capacity building programmes for resilient development M&E will purposefully engage national personnel and stakeholders from across the various sectors (e.g. health, fisheries, coasts, infrastructure, insurance) and agencies (e.g. governmental, NGOs, private sector, donors, schools) in data gathering and sense making, if rooted in **practice-based professional learning** and **participatory action research** approach. The former refers to the training philosophy that resilience M&E in the region will be based on. The latter relates to the way trained resilience M&E practitioners will engage with communities in M&E field assessments.

4. Ensure coherence in reporting

4.1 Countries generally report to the SDGs, SFDRR and Paris Agreement via separate institutional mechanisms with limited integration. The FRDP implementation mechanism states:

The monitoring, evaluation and reporting framework will utilize existing reporting commitments under the Sendai Framework for Disaster Risk Reduction, the Paris Agreement on Climate Change and the Sustainable Development Goals and therefore does not require additional monitoring, evaluation and reporting efforts from PICs. It is important to not add to existing reporting burdens (FRDP page 27).

The FRDP M&E framework will be designed to enable multiple reporting functions, including to the SDGs, SFDRR and Paris Agreement, as well as to various resilience financing donors in a more coherent and efficient way. The mapping and alignment of resilience indicators will be conducted in ways that ‘tell a story’ about **how national climate and disaster resilience activities (process indicators) contribute to reducing vulnerability (outcome indicators) and how this, in turn, affects the achievement of longer term sustainable development goals and wellbeing (impact indicators).**

4.2 The Strategy encourages consistency between the framing of the FRDP and national resilient development M&E frameworks, whereby the development of indicators is approached as described in the table below.

Approach to developing resilient development indicators that align nationally, regionally and globally

	Process indicators	Outcome indicators	Impact indicators
Regional approach (FRDP)	Source: Activities of the three goals of the FRDP Method: 1. Review and reduce number of activities by merging and deletion where relevant. 2. Adjust activities to process indicators (according to goals)	Source: Expected outcomes for each of the 3 FRDP goals and national resilience outcome indicators Method: Regional resilience outcome indicators to be developed via publication review and consultations with regional stakeholders	Source: Relevant SDG and SFDRR indicators Method: Map outcome indicators to relevant SDG indicators (may be informed by national resilience outcome indicator mapping)
National approach (climate and disaster policies and plans)	Source: Activities of climate change and/or disaster management plans Method: Adjust activities to process indicators (categorised according to targets or sector themes)	Source: Past projects, technical reports and literature review Method: provide sector-specific proposed indicators and options for consultations by relevant stakeholders or technical teams at national level	Source: Relevant SDG and SFDRR indicators Method: Selected outcome indicators mapped to related national SDG indicators and relevant SFDRR indicators

- 4.3 The development of national M&E systems for resilient development establishes the foundations of the monitoring, reporting and verification (MRV) system for NDC reporting. An 'MRV-compliant' M&E system will ensure the more efficient reporting required under the Paris Agreement, namely:
- NDC
 - national communications
 - bi-annual update report
 - development of the 2050 Long-Term Low-Emission Development Strategy
- 4.4 Establishing more coherent national M&E reporting systems creates opportunities to enhance reporting to the SFDRR (aka Sendai Framework Monitor or SFM), operated and managed at the international level by the UNDRR. Whilst national disaster reporting systems do not match the sophistication of the SFM reporting criteria, its further development (via Objective 1 of this Strategy) nevertheless provides new opportunities to adjust data gathering for disaster related M&E to better support the SFM reporting requirements. This includes reporting on the progress of the Regional Emergency Management Roadmap.
- 4.5 The proposed mapping of **process** and **outcome indicators** of resilient development to **national SDG 'impact' indicators** will further streamline country reporting to the UNSDG as well as the national development plan. Moreover, national M&E systems for resilient development provide a nationally defined methodology of assessing the indicators of SDG 13.2.1, 13.3.1 and 13.b.1 (on climate action), as these currently do not have a universally established assessment methodology.
- 4.6 A more streamlined and coherent reporting system for all national and regional activities under the three goals of the FRDP presents a common point of reference that some donors may consider adequate for assessing the effectiveness of resilience financing and other accountability requirements.
- 4.7 The factors listed below will be critical to developing more coherent reporting processes for resilient development at national and regional levels.
- Complement and build on how countries are currently **reporting** nationally and internationally.
 - Establish clear and appropriate **information and knowledge management** systems and protocols.
 - Standardise and contextualise resilience M&E reporting systems to allow for regional aggregation and synthesis.
 - Harmonise reporting across countries to support regional coordination and partnerships related to **accessing technical and financial resources** for resilience at national and community levels.
 - Maintain and promote the high profile of the FRDP by regularly reporting to national political leaders, CROP agencies, PRP and development partners.

5. Enable genuine and enduring partnerships

- 5.1 The Strategy plays a key function of bringing stakeholders together to address resilient development issues in the region, including national political leaders and officials, regional intergovernmental agencies and NGOs, private sector representatives, multi-lateral agencies and donors of various geopolitical interests in the region. Accentuating the common interest of diverse stakeholders for a Blue Pacific will be critical to ensuring cooperation towards resilience M&E, based on genuine and enduring partnerships.
- 5.2 Unprecedented levels of data generation, knowledge production and sharing will be required for strengthening resilience M&E regionally, and will rely on effective and appropriate partnership arrangements. Genuine dialogue and agreements on **information and knowledge management protocols** will be critical to ensuring enduring partnerships around resilience M&E. Resource allocation and resilient development decision-making processes are grounded on evidence, and co-produced knowledge among partners is likelier to build trust and cooperation among stakeholders and partnerships.
- 5.3 A mapping of the stakeholders in the Pacific region who already engage in resilient development M&E could potentially inform the charting of 'where' partners are currently in terms of their respective resilience M&E journeys and 'who' could potentially contribute 'what' in that development and operationalisation of national M&E systems, the FDRP M&E framework and the network of practitioners and partners that support it. Appropriate partnership assessment tools may be applied in order to:
- explore the kind of partnerships that assist countries with the development and operationalisation of national resilience M&E systems that meet the reporting standards of various donors to the region and **ease the burden of donor-specific reporting needs** that countries must meet;
 - identify ways in which each actor/partner can **potentially contribute to national and regional M&E processes**, based on their respective organisational mandated roles, data and information they are willing to share and their capacity to contribute;
 - determine the **effectiveness of the PRP** in terms of supporting and coordinating countries' access to technical and financial support for strengthening resilient development M&E nationally and regionally;
 - determine ways to better **engage the private sector, CSOs and community groups** in resilient development M&E in a way that is linked to climate and disaster financing; and
 - identify ways of **mobilising resources** from both traditional and non-traditional development partners around resilience M&E.

6. Next steps

- 6.1 This Strategy sets out the PRP's ambition for conceptualising an M&E framework for the FRDP and its operationalisation. It provides an overarching road map and recognises that achieving those ambitions will depend on the strength of national M&E systems for resilient development, resilience reporting coherence, and genuine and enduring partnerships. The success of the Strategy and its framework rests on concerted efforts and leadership of the PRP, the senior managers, policy makers and analysts of the individual countries and the effective collaboration of regional and international agencies, NGOs and donors.
- 6.2 The formalisation of the FRDP M&E Working Group will be key to steering the development of the FRDP M&E framework and its operationalisation, especially in terms engaging stakeholders from across the region.
- 6.3 Case studies of national M&E systems for resilient development will be useful for informing the development of the FRDP in terms of building on situated experiences and lessons.

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