PRP
PACIFIC RESILIENCE PARTNERSHIP

Framework for Resilient Development in the Pacific

Monitoring, Evaluation and Learning Needs Assessment

Pacific Resilience Partnership

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Abbreviations

FRDP	Framework for Resilient Development in the Pacific
JNAP	Joint National Action Plan for Climate Change and Disaster Risk Management
JSAP	Joint State Action Plan for Climate Change and Disaster Risk Management
M&E	Monitoring and Evaluation
NDC	Nationally Determined Contributions
NDP	National Development Plan
NSDP	National Sustainable Development Plan
PIFS	Pacific Islands Forum Secretariat
SDG	Sustainable Development Goal
SFDRR	Sendai Framework for Disaster Risk Reduction
SFM	Sendai Framework Monitor
SPC	Pacific Community
SPREP	Secretariat of the Pacific Regional Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNSDG	United Nations Sustainable Development Goal

Summary

This report assesses the gaps and opportunities for monitoring and evaluating the *Framework for Resilient Development in the Pacific (FRDP)*. The FRDP is a regional voluntary action plan that Pacific Island country (PIC) leaders endorsed in 2016 to integrate climate and disaster risk governance for sustainable development. The FRDP states: "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".[1] An informal working group of the Pacific Resilience Partnership (PRP) Taskforce initiated this study to guide the development of an FRDP M&E Framework. The PRP is a governance arrangement approved by Pacific Leaders in 2017 to translate the FRDP from policy to action. As a member of the informal M&E working group of the PRP, the Pacific Community's (SPC) USAID-funded *Institutional Strengthening in Pacific Island Countries to Adapt to Climate Change (ISACC)* project initiated and provided technical and financial support for this study.

The views communicated by stakeholders in the development of this report necessitated a shift in the framing of this study from the overarching question of *"What should a regional M&E framework for resilient development constitute?"* to "*How can national M&E systems for resilient development be strengthened to support resilience M&E at the regional level?"* The shift in emphasis from 'regional framework' to 'national systems' was in response to stakeholders' view that strengthening national resilience M&E systems was a fundamental pre-condition for M&E of the FRDP at the regional level. Moreover, studies from around the globe have demonstrated that investing efforts and resources into national-level resilience M&E is more likely to ensure efficiency, sustainability, ownership, robustness and context-responsiveness of these systems.[2],[3]

This report begins with an overview of the study's purpose and background. A review of policy briefs and policies from the region and elsewhere framed the identification of gaps and opportunities for monitoring and evaluating the FRDP. A description of the study approach and methods follows. It describes the documents reviewed and the types of *talanoa*[4] employed to gather and analyse the information sourced. The study highlights respondents' views of what they considered to be important considerations for monitoring and evaluating the FRDP. These relate mainly to the need to *connect* and adaptively manage M&E systems across sectors (e.g. food, water, health) and geographical boundaries (sub-national, national, regional and international) in a way the supports accountability, learning, and gender and social inclusivity.

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 27.

2 Rai, N., Smith, B., & Brooks, N. (2019). Assessing adaptation results: Aligning national M&E systems and global results frameworks. IIED Issue Paper. IIED, London.

3 Brooks, N., Rai, N., & Anderson, S. (2018). How integrated monitoring and evaluation systems can help countries address climate impacts. IIED Briefing. IIED, London.

4 An indigenous word used to refer to conversation

The study recommends three key change domains to enable the development and operationalisation of an FRDP M&E system. They include: strengthening national resilience M&E systems; ensuring reporting coherence at national and regional levels; and facilitating enduring partnerships. The study concludes with four key steps (described below) towards achieving these changes.

Step 1: Develop an FRDP M&E strategy.

Step 2: Formalise the FRDP M&E working group to drive the implementation of the strategy.

Step 3: Undertake case studies of national resilient development M&E in at least three PICs.

Step 4: Incorporate case study lessons into the development of the FRDP M&E Framework.

1.0 Introduction: Framing Pacific Resilient Development M&E

Climate change and disasters are dangerously undermining sustainable development investments and efforts in the Pacific Island region. The habitability of atolls and low-lying communities and human security in the region is and will continue to be threatened by changes in sea and air temperature, cyclone intensity, rainfall patterns and sea level.[1] As a result, financing for climate resilience interventions in the Pacific Islands has increased over the last decade, leading to the growing demand for monitoring and evaluating the effectiveness of adaptation, mitigation and disaster response and recovery investments at the national, sub-national and community levels. Developing and operationalising appropriate national resilient development M&E systems is increasingly needed as Pacific Island governments approach the development, implementation and reporting on Nationally Determined Contributions (NDCs) and national adaptation plan (NAP) processes, as well as the Sendai Framework for Disaster Risk Reduction and overarching United Nations Sustainable Development Goals (SDGs).

Most, if not all, M&E of climate and disaster investment in Pacific Island countries have focused on donor-funded projects and programmes. Robust analysis of how resilience investments are reducing vulnerability at aggregate levels (sub-national, sector and/or national) is absent. Regardless, development aid in the region continues to flow, with minimal evidence of the effectiveness and impact of investments to sustainable development. This tendency obstructs the incentive to invest in M&E systems and, hence constrains government and donor understanding of what works to reduce climate vulnerability and how project-based resilient development could be upscaled. The strengthening of national resilient development M&E systems is, therefore, crucial to ensuring that climate resilient decision-making, prioritisation and resource allocation at sub-national, national and regional levels is informed and managed by lessons from past investments and efforts.

1.1 Background

This report assesses the gaps and opportunities for the monitoring and evaluation (M&E) of the *Framework for Resilient Development in the Pacific* (FRDP). The FRDP is a regional framework that provides voluntary guidance for integrated approaches and efforts to address climate and disaster risks in the context of sustainable development. Endorsed by the Pacific Island country (PICs) leaders in 2016, the FRDP aims to facilitate sustainable and resilient development in the region.

In September 2017, Pacific leaders approved a set of governance arrangements for a Pacific Resilience Partnership (PRP) to translate the FRDP from policy to action. At the apex of this Pacific-wide partnership sits the PRP Taskforce. An M&E Working Group (PRP M&E WG) was informally established by the taskforce to guide the development of an M&E framework for the FRDP.

In early 2019, SPC's USAID-funded Institutional Strengthening in Pacific Island Countries to Adapt to Climate Change (ISACC) project agreed to support the development of an M&E Framework for the FRDP, given that the project had been implementing M&E for activities related to climate change and disaster resilience at the national and regional levels. The ISACC project is a regional climate finance project, supported through USAID and jointly implemented by the Pacific Community, Pacific Islands Forum Secretariat and the Secretariat of the Pacific Regional Environment Programme in eight Pacific Island countries.

In May 2019, a consultant was engaged to develop an M&E framework for the FRDP, although this changed, based on the findings of this report. The FRDP implementation mechanism (page 27) 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." A pre-condition of the above assignment was that the development of the FRDP M&E framework would align with PICTs reporting requirements and efforts towards achieving the United Nations Sustainable Development Goals and the Sendai Framework and Paris Agreement, as well as their individual national development plans.

The originally agreed outputs of the consultancy assignment included the following key components:

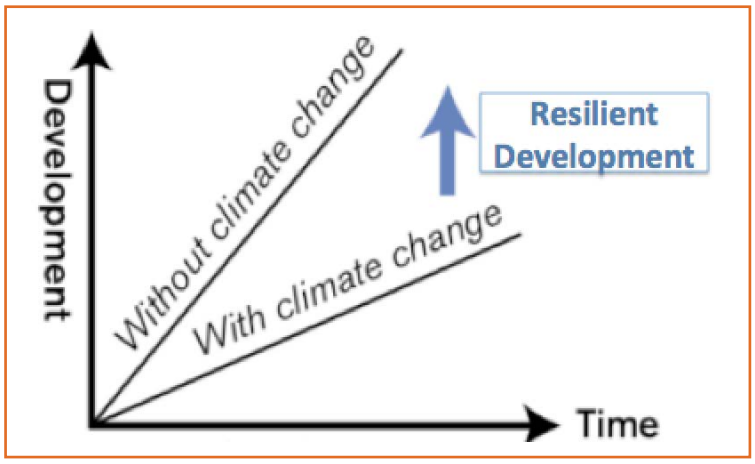
- Theory of Change for the FRDP;
- a results framework with agreed indicators for tracking, monitoring, measuring progress and reporting against the FRDP; and
- pilot and report on the draft FRDP results framework on selected indicators.

The initial intention of this needs assessment report was to inform the development of the Theory of Change and results framework for the FRDP. However, a preliminary review of the findings catalysed a shift in the emphasis of this project to create instead a *strategy* for the FRDP M&E Framework development. This adjustment was taken in response to stakeholders' views about the need to inform the development of the FRDP M&E Framework with more in-depth case studies showing how national M&E systems for resilient development could be strengthened to enable M&E at the regional level. A focus on national M&E and reporting mechanisms, coherence, and partnerships were identified as key *domains of change* that were needed to facilitate resilient development M&E regionally. The case studies may include relevant country initiatives that the development partners are supporting.

1.2 Monitoring and evaluating resilient development

Climate and disaster resilient development does not operate in a vacuum but occurs within the context of sustainable development.[3] Therefore, the M&E of resilient development should be focused on reducing vulnerability and risk to climate change and disasters whilst contributing to sustainable development in a changing climate (see Figure 1). The FRDP approaches 'resilience' in a similar way and is framed by three overarching and related goals, encompassing the integration of climate change adaptation and disaster risk reduction, low-carbon development (climate change mitigation) and disaster preparedness, response and recovery (see Box 1). Each goal of the FRDP comprises a strategic objective, outcome and distinctive sets of priority actions for: (i) national and sub-national governments; (ii) civil society and communities; (iii) the private sector; and (iv) regional organisations and other development partners. The numerous priority actions of the FRDP are generally represented by activities and tools to strengthen the resilience of communities and sectors to climate and disaster risks and are closely linked to sustainability.

Figure 1: What resilient development M&E should measure



Box 1: The three goals of the FRDP

1. **Strengethened integrated adaptation and risk reduction to enhance resilience to climate change and disasters.**
   Pursuing this goal entails succcessul managing risks caused by climate change and disasters in an intergrated manner where possible, within social and economic development planning processes and practices, in order to reduce the accumulation of such risks, and prevent the creation of new risks or loss and damage. This goal will cotribute to strengthening resilient development and achieving effiecies in resource management.

2. **Low-carbondevelopment**
   Pursing this goal revolves mainly around reducing the carbon intensity of development processes, increasing the effiency of end-use energy consumption, increasing the conservation or terrestrial and marine ecosystems, and enhancing the resilience of energy infrastructure. This goal will contribute to having more resilient energy infrastructure in place, and to increase security, while decreasing net emissions of greanhouse gases.

3. Strengthened disaster preparedeness, response and recovery
   Pursing this goal includes improving the capacity of PICTs to prepare for emergencies and disasters, thereby ensuring timely and effective response and recovery in relation to both rapid and slow onset disasters, which may be exacerbated or caused by climate change. Disaster preparedness, response and recovery initiatives will reduce undue human losses and suffering, and minimise adverse consequences for national, provincial, local and community economic, social and environmental systems.

Linking resilience-building (adaptation/disaster risk reduction) and development M&E enables more efficient policy and programming as the institutional factors that determine poverty also shape vulnerability and resilience to climate and disaster impacts and hazards.[5] For the purpose of this report: **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** is the susceptibility to being negatively impacted by external shock or hazard; **resilience** means the ability to function despite 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.

5 Gupta, J., Termeer, C., Klostermann, J., Meijerink, S., van den Brink, M., Jong, P., ... & Bergsma, E. (2010). The adaptive capacity wheel: a method to assess the inherent characteristics of institutions to enable the adaptive capacity of society. *Environmental Science & Policy*, *13*(6), 459-471.

Brooks et al. [6] propose that a holistic approach to resilience M&E would address:

- how institutions and governments are managing climate and disaster risks (*process*);
- how institutions and governments are influencing vulnerability and resilience of people and systems on the ground (*outcome*); and
- how changing vulnerabilities and resilience is affecting longer-term development outcomes and wellbeing in the context of changing climate and geological hazards (*impact*).

While the above questions may guide the framing of how the three FRDP goals are assessed in national M&E systems for resilient development, the various policy and institutional context of countries demand approaches that respond to those contexts. Institutions in the Pacific Islands are characterised by a blend of modern and customary values and practices and it is important to measure resilience in contextually and culturally appropriate ways. Pacific leaders often emphasise, as they did at the 2018 Forum Meeting in Nauru, that sustainable development should be achieved on its terms and in a way that recognises the region's rich culture, its national circumstances, and its oceanic resources.[7]

Past studies on the topic emphasise the importance of context-sensitive and country-led national M&E systems that are aligned with global frameworks, mainly the Sendai Framework for Disaster Risk Reduction (SFDRR), Paris Agreement and United Nations Sustainable Development Goals (SDGs). For example, five Pacific island countries – Tonga, Vanuatu, Kiribati, Fiji and Palau – completed country-driven processes for reporting to the SDGs under a *Voluntary National Reporting* (VNR) system. Moreover, resilience M&E experts[8] are promoting more coherent reporting by creating synergies in reporting under the Paris Agreement, SFDRR and SDGs which, in turn, may catalyse the integration of monitoring and evaluating the three goals of the FRDP. Such coherence in reporting may be achieved by mapping shared, related and unrelated indicators as shown in Table 1. Leiter and Olivier[9] recommend several ways for connecting monitoring and reporting of the Paris Agreement, SFDRR and SDG at country-level, as shown in Box 2.[10]

6 Brooks, N., Rai, N. & Anderson, S. (2018). How integrated monitoring and evaluation systems can help countries address climate impacts. IIED Briefing. IIED, London.

7 Pacific Islands Forum. (2018). *Forty-Ninth Pacific Islands Forum Communiqué*. Retrieved from https://uploads. guim.co.uk/2018/09/05/1FINAL 49PIFLM Communique for unofficial release rev.pdf

8 Leiter, T., and Olivier, J. (2017). Synergies in monitoring and evaluating the Paris Agreement, Sendai Framework and Sustainable Development Goals, *Climate Change Policy Brief*, GIZ.

9 ibid. Page 2.

10 ibid. Page 4.

Table 1: Synergies between indicators of the SDGs and the SFDRR

SDG indicators of Goal 13	SFDRR indicators (selection)
Shared indicators	
Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population. (SDG 13.11/SFDRR A1 & B1)	
Number of countries that adopt and implement nationaldisast er r isk reduction str ategies in line with the Sendai Framework. (SDG 13.1 2/SFDRR E1)	
Proportion of local governments that adopt and implement local disaster risk reduction strategies. (SDG 13.1.3/ SFDRR E2)	
Related indicators	
Number of countries that have communicated the establishment or operationalization of an integrated policy/ strategy/ plan which increases their abil it y to adapt. (13.2.1)	Number of countries that adopt and implement national disasterrisk reduction strategies. (E1)
Mobilized amount of US dollars per year between 2020 and 2025 accountable towards the $100 billion commitment. (13.a.1)	Total offi cial internaitonal support, (official development assistance (OOA) plus other official flows), for national disaster risk reduction actions. (F1)
Number of LDCs and SIDS that are receivingspecializedsuppor,t and amount of support, for mechanisms for raising capacities. (13.b.1)	Number of international, regional and bilateral pro grammes and initiatives for disaster risk reduction-related capacity-building in developing countries. (F7)
Unrelated indicators	
Number of countries that have integrated mitigation, adaptation, impact reduction and early warning into primary, secondary and ter tiary curricual . (13.3.1)	Damage to critical infrastructure attributed to disasters. (01)
Number of countries that have communicated the strengtheninogf capacity-building to implement adaptation, mitigation and technology transfer, and development actions. (13.3.2)	Direct economic loss attributed to disasters in relation to global gross domestic product. (C1)

Box 2: Ways to synergise SDG, SFDRR and NDC reporting

i. ***Reflect adaptation and DRR in national development goals*** *Referencing adaptation and DRR action to national SDGs and related indicators will integrate adaptation and DRR in a coherent development framework and will enhance their effectiveness and significance.*

ii. ***Consider the integration of SDG and Sendai indicators into country-specific adaptation M&E systems.*** *National efforts to monitor progress on adaptation should connect with efforts for SDG and SFDRR monitoring to enhance synergies for data compilation for the respective reporting channels.*

iii. ***Consider information from country-specific adaptation M&E systems for national reporting on SDGs and SFDRR.*** *Apart from the global indicators countries are encouraged to add relevant national indicators and information to their SDG and SFDRR progress reporting. National adaptation M&E systems which have already been developed by more than 40 countries can provide relevant information.*

iv. ***Look beyond SDG 13 (Climate action).*** *Climate change and resilience feature in multiple SDGs including on poverty reduction (goal 1), end hunger (2), sustainable water management (6), energy access (7) and resilient cities (11). Accordingly, relevant data and indicators could be found under any of these themes and not just those of goal 13 (table 1).*

v. ***Utilize the political visibility of the SDGs to advance adaptation M&E. Developing countries are familiar with the Millenium Development Goals and the SDGs likewise enjoy a high political visibility.*** *Connecting adaptation M&E to the SDG monitoring could therefore enhance buy-in and help overcome the perception of adaptation M&E as stand-alone exercise.*

vi. ***Foster coherence, avoid substitution. Each of the three agreements has distinct goals which require targeted indicators.*** *It is therefore not feasible to measure national progress on adaptation through the global SDG indicators. Seeking synergy should not be mistaken for substituting one with another.*

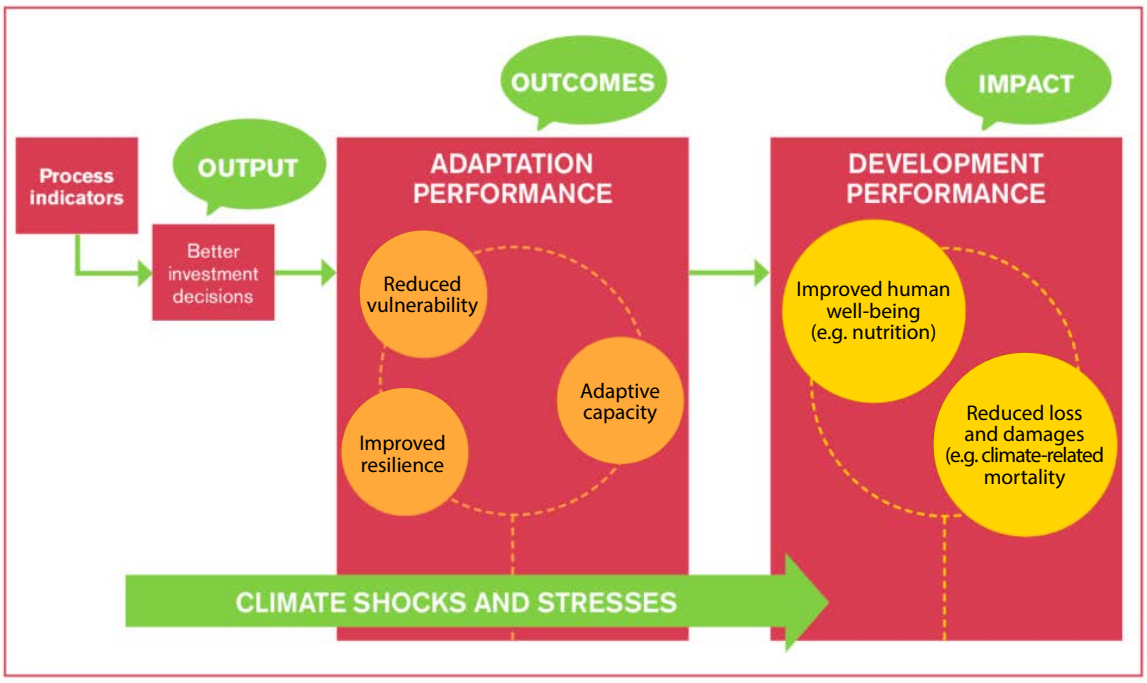
vii. ***Utilize SDG and SFDRR information sources for the Global Stocktake.*** *The Global Stocktake under the Paris Agreement should explore the relevance of information provided from SDG and SFDRR monitoring in order to broaden the sources of information.*

Rai et al.[11] found that countries took varied approaches to developing their national M&E systems, including the following four ways.

i. M&E systems that assess adaptation targets set out by national strategies and plans are developing in Kenya, Philippines, Cambodia, Peru, Kiribati, Ethiopia Mozambique, Samoa, Cambodia and Morocco.
ii. Some countries are developing nationally determined indicators that link adaptation success with long-term development outcomes and impacts including (see Figure 2 and Table 1):
    - **process indicators** to measure how climate risks are being managed by institutions and governments;
    - **outcome indicators** to measure how institutions and governments' interventions affect the vulnerability, resilience and adaptive capacity of people and communities;
    - **long-term development impact indicators** that measure the success of adaptation in terms of the extent to which it helps secure development goals; and
    - **climate risk and shock indicators** which help explain how the process, outcome and impact indicators might be determined.

iii. Countries such as Cambodia, Kenya and Morocco are using existing development indicators and data sources in national repositories to create less burdensome reporting systems
iv. In Uganda, Columbia and Mexico, institutionalising climate M&E in national development planning systems is shifting beyond donor financed projects.

Figure 2: Approaches to developing national indicators for resilient development[12]



11 Rai, N., Smith, B., & Brooks, N. (2019). Assessing adaptation results: Aligning national M&E systems and global results frameworks. IIED Issue Paper. IIED, London.

12 ibid. Page 33.

Box 3: Examples of indicators for resilient development from selective countries[13]

Country	Process Indicators	Outcome Indicators	Impact Indicators
Kenya (national)	62 national-level, process-based indicators measuring institutional adaptive capacity	Human development index National vulnerability index Population living below the poverty line Data source: NAP	% climate-related national loss and damage Data source: NAP
Kenya (sub-national, county-level)	Institutional knowledge or capacity to manage climate risks Use of climate information	To measure resilience of livestock communities in Isiolo County: Quantity of livestock Access to water during dry season Months when water is available from constructed water points Prevalence of livestock disease outbreaks per year	To measure wellbeing: Household expenditure patterns Number of families migrating due to climate hazards Number of families receiving food relief
Cambodia	To measure institutional readiness: Status of climate policy and strategies Status of climate integration into development planning Status and functionality of national coordination mechanism Status of climate information Status of climate integration into financing. Data collection method: qualitative scorecards	Resilience/vulnerability indicators % of communes vulnerable to climate change. This is based on hazard specific vulnerability index, which is a composition of indicators related to poverty, agriculture, health, education and environment Data type and source: quantitative data from national commune database.	% of families affected by floods, storms and drought Data type and source: quantitative data from national commune database (collected annually).
Mozambique	To measure institutional and human capacity and explore opportunities for access to technological and financial resources to implement the ENAMMC: Mainstreaming climate change into the national planning process Level of coordination of climate change response Institutional capacity building and knowledge management in climate change response Planning to the local level, taking climatic aspects into account Inclusion of climate change aspects in the budgeting process Data source: qualitative score cards or rosters.	Variations in the climate change vulnerability index aggregated by households. This is a composite index of indicators from following priority sectors: Disaster risk reduction Water resources Agriculture Social protection Biodiversity Forests infrastructure Data type and source: quantitative (National Institute of Statistics)	
Morocco (sub-national)	To measure adaptive capacity: Multi-risk agriculture insurance Global monitoring of the state of crops through an agricultural information system	To measure vulnerability or resilience: Yield of rain-fed cereals Farmers' income in rain-fed areas Data sources: regional database and SIREDD	To measure wellbeing: Regional agricultural GDP Data sources: regional database and SIREDD

13 ibid. Page 35

The vertical and horizontal integration of M&E systems also seems critical for resilient development processes.[14] The vertical integration of M&E is the process of forging strategic and intentional links between national and sub-national monitoring and evaluation systems and horizontal integration is when these links are created across sectors. For example, Daze and others[15] demonstrated that the robustness of a national M&E system may be 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.

Since M&E systems determine what is monitored and reported, using its mechanisms to strengthen the incorporation of gender consideration in resilient development processes is vital. This may be done by identifying key indicators for assessing progress on gender issues, collecting sex-disaggregated data and reviewing existing M&E frameworks for better integrating gender considerations. For example, numerous resilient development policies and plans acknowledge the need for indicators to measure gender equality and the different impacts of resilient development investments actions on women and men, although there are limited examples of such indicators beyond project-based M&E.

The above analysis provides useful insights on how resilient development M&E systems are developing in various parts of the world, as well as showing how the FRDP M&E Framework development might be approached. The above analysis also demonstrates the strategic importance of developing national M&E systems that are driven and aligned to global reporting systems for climate change adaptation and mitigation, disaster management, and sustainable development. Additionally, resilient development indicators should reflect the links between resilience interventions to the sustainable development achievements, such as by creating appropriate *process*, *outcome* and *impact* indicators that can be assessed vertically (levels of governance), horizontally (across sectors) and in a way that allows for gender-disaggregated analysis.

14 Dazé, A., Price-Kelly, H. and Rass, N. (2016). Vertical Integration in National Adaptation Plan (NAP) Processes: A guidance note for linking national and sub-national adaptation processes. International Institute for Sustainable Development. Winnipeg, Canada. Available online at: www.napglobalnetwork.org

15 Leiter, T., and Olivier, J. (2017). Synergies in monitoring and evaluating the Paris Agreement, Sendai Framework and Sustainable Development Goals, *Climate Change Policy Brief*, GIZ.

2.0 Method: Iterative Learning And *Talanoa*

This needs assessment was undertaken primarily as a qualitative study with an emphasis on iterative learning whereby "as understanding evolves so too does decision-making that is influenced by improved understanding".[16] The data-gathering method employed for this assessment included a documentation review and *talanoa* with national, regional and international stakeholders on an individual and collective basis. Specific reflective sessions were also conducted with the PRP M&E working group members at various stages of the study.

2.1 Documentation review

This study required a comprehensive understanding of the policy and institutional contexts and factors that will shape the development and operationalisation of the FRDP M&E system. For this reason, relevant research reports and policy documents gathered from 14 PICs, as well as international resilience networks, were reviewed. These documents were particularly useful for developing an understanding of how global policy frameworks and reporting requirements interact with national institutional policies, processes and capacities to shape the institutional context within which resilient development M&E is embedded. The bulk of the documentation review for this assessment was conducted from 27 May to 7 June 2019, although various other documents were accessed and reviewed intermittently thereafter.

2.1.1 Policy briefs

Various policy briefs and case studies on monitoring and reporting frameworks that relate to the Paris Agreement, SFDRR and SDGs were reviewed in order to understand how they linked with the FRDP goals, as well as national policies and action plans for development and for climate and disaster risk reduction and management. Case studies from around the world that examined alignments between national and global resilient development frameworks were reviewed to inform how the FRDP M&E needs assessment was approached, as discussed in the previous section.

2.1.2 Policies

A review of existing national development plans and policies and plans related to climate and disaster was conducted in order to identify thematic alignments with the SDG, Paris Agreement and SFDRR, as well as the FRDP, and also to assess the existence and nature of resilience-related indicators. The policy review also provided a broad indication of the extent to which monitoring, evaluating and reporting on climate change adaptation, mitigation and disaster risk reduction and management were integrated, and how this was linked and reflected in national development plans. The extent of vertical integration of M&E at sub-national and national level could also be inferred from the contents of the policy and plan review.

16 Williams, B. K. (2011). Adaptive management of natural resources—framework and issues. *Journal of environmental management*, *92*(5), 1346-1353.

2.2 Talanoa

The *talanoa* method was employed to support the iterative learning approach adopted for this study. *Talanoa* is an indigenous Pacific way of conversing that resembles an unstructured interview (individual or group) where the researcher facilitates the exchange of views and ideas without using a pre-defined framework.[17] Adjustments to the assessment process were made, following each progressive *talanoa* to ensure its processes harmonised with existing or developing initiatives by other stakeholders in the region. Three types of *talanoa* were used for this study. The *view-sharing talanoa* sought stakeholder views on what the FRDP M&E Framework should constitute. The *iterative talanoa* was carried out on a needs basis by the FRDP M&E Working Group to revise and adjust the course of assessment based on the progressive outcomes of the *view-sharing talanoa* in order to better respond to the demands of the context. The regional *talanoa* occurred when government and NGO stakeholders from various PICs gathered formally to discuss work progress and next steps.

2.2.1 View-sharing talanoa

Up to 27 stakeholders representing national, regional and international agencies from government, non-governmental and private sectors were engaged in a view-sharing *talanoa* on an individual and group basis from 10–14 June 2019 (see Appendix 1). This engagement included discussions about stakeholder experiences and perceptions of the FRDP and what they thought should be key elements of its M&E Framework. Most view-sharing *talanoa* were conducted in the meeting rooms of stakeholders' agencies in Suva, while *skype-chat* was used to connect and converse with stakeholders in Apia, Tarawa, Honiara and Papeete (See Annex 1).

2.2.2 Iterative talanoa

Iterative *talanoa* was conducted on an ongoing needs basis, with the consultant meeting regularly with SPC and ISACC project staff, as well as the PRP M&E Working Group to discuss activity outputs at each milestone and adjust the course of action to ensure more productive and context responsive outcomes. These meetings were usually conducted at the PIFS or SPC offices in Suva (See Annex 1).

2.2.3 Regional talanoa

A one-day regional workshop of up to 42 representatives was conducted on 28 June 2019 to discuss the preliminary findings of the needs assessment (See Annex 2) and to discuss next steps. The recommendations from the findings were discussed and endorsed at this consultation and are described in the next section.

17 Vaioleti, T.M. (2006). Talanoa research methodology: a developing position on Pacific research. *Waikato Journal of Education* 12: 21–34.

3.0 Findings: Key elements of an FRDP M&E Framework

This assessment revealed that strengthening national M&E systems for resilient development is an important pre-condition for enabling resilience M&E at regional levels. This was particularly evident in stakeholder views on what should be the key elements of an FRDP M&E system. Most of the feedback to this question related to purpose (learning, accountability and adaptive management), scale (sub-national, national, regional and international) and integration (climate and disaster risk reduction and management, low-carbon development and sustainable development). The key messages emanating from the stakeholder consultations are as follows.

3.1 Learning

Changing vulnerability contexts, needs and experiences over time shape the institutional and social processes within which resilient development occurs. Hence, the production of knowledge about the evolving resilient development context must be a core purpose of the FRDP M&E, especially for the purpose of lesson-sharing and facilitating a common understanding and cooperation among stakeholders. The latter is pertinent, as the achievement of resilient development goals depends on the coordination and integration of planning and action across sectors and levels of governance. Moreover, creating opportunities to enable learning in culturally appropriate ways will be key to yielding meaningful M&E processes and results in the region.

3.2 Accountability

The FRDP M&E system will be critical for strengthening accountability among resilient development partners and in terms of addressing each country's commitments made to multi-lateral agreements (e.g. the Paris Agreement, SFDRR and SDGs). Therefore, it is an opportunity to strengthen national climate and disaster financing systems in terms of justifying investment prioritisation and allocation by sector, and tracking the funding effectiveness in terms of reducing vulnerability, as well as in addressing cases of loss and damage in the changing climate. Loss and damage can be: (i) **avoided** by mitigation and adaptation; (ii) **un-avoided** due to inadequate action; or (iii) **unavoidable** irrespective of how ambitious mitigation and adaptation efforts are[18]. Overall, the need for a national resilience M&E framework that could enhance reporting efficiency to donors and multi-lateral agreements, as well as create an avenue for facilitating bottom-up accountability in a vertically integrated way, seemed important to most key informants.

3.3 Adaptive management

The FRDP M&E should be a means to adaptively manage resilient development initiatives at the national level in a way that engages various government, non-government and private sector stakeholders across sectors and geographic scales. For example, interest was shown in developing national M&E systems that could be used to inform the prioritisation of resilient development investments and financing. Countries aspiring to transitioning from a project-based resilience financing approach towards programming highlighted the need to link resilience M&E and reporting with resilience finance prioritisation, budgeting and evaluation in a systematic way that is responsive to changing vulnerability contexts. Such an M&E system would also support countries in their reporting towards nationally determined contributions (NDCs) under the Paris Agreement. The emphasis on adaptive management is particularly important in the context of country reporting towards the NDCs, given the reporting requirements on lesson-sharing and how lessons have been incorporated into adaptation, mitigation and climate financing.

18 Wallimann-Helmer, Ivo (2015), 'Justice for climate loss and damage', Climatic Change, 133 (3), 469-80.

3.4 Connecting national and global systems

Stakeholders indicated from the outset that measuring resilient development achievements regionally would be very difficult without an aggregation of national M&E processes and outcomes. This is because most of the FRDP priority actions are national in nature. Resilience M&E in the region is often limited to donor-funded projects and programmes. The development of resilience M&E systems at aggregate levels – particularly national, sector and sub-national – is necessary for learning, accountability and adaptive management of the FRDP and are currently non-existent.

The need to develop national M&E systems that align with international reporting requirements of development partners and show the cause and effect relationship between policies and/or actions and results (attribution) was specifically highlighted. Rai et al. demonstrated that linking national and global M&E systems would help "streamline work flows and reduce reporting burdens, minimize resource wastage and win 'buy-in' from the people responsible for making sure these systems work".[19] For example, Samoa fully integrated the indicators of the Pilot Program for Climate Resilience (PPCR) into its Strategy for the Development of Samoa (2016/17–2019/20) (SDS).[20] The PPCR adaptation initiative of the Climate Investment Funds (CIF) was implemented in Samoa, Mozambique and Cambodia and administered by the World Bank (see Box 4). Samoa has integrated the PPCR core indicators into its national planning framework for development (Box 4). While the PPCR initiative supported the strengthening of resilience M&E in project countries, Rai et al. also found sustainability issues in its approach due to duplication and emphasis on short-term output-focused indicators and lack of longer-term outcomes or impacts indicators.

- Some respondents indicated that it was important for global resilience funders to align their reporting requirements with country-level M&E systems and this point has also been highlighted by related studies on the basis that "systems that are most relevant to countries rather than funders' objectives will also ensure more in-country political backing for M&E".[21] For the 14 PIC policies and plans reviewed, the SDGs and some SFDRR indicators are integrated into national development planning and reporting processes, based on the availability and sourcing of data from the bureau of statistics and ministry corporate plan reporting outcomes. More specific reporting towards the SFDRR and NDC are also conducted in separate streams by the government units or divisions in charge of climate change and/or disaster risk management. While the alignment of national and global M&E systems will be essential to the FRDP M&E Framework, the current situation is such that countries are reporting to the SDG, Sendai Framework and Paris Agreement in distinctive ways and via separate institutions, as described below. National SDGs are usually reported on by the planning division/ministry or other agency that is also in charge of the development of ministry corporate plans and annual reports. All countries have resilience-related goals or outcomes in their national development plan, with nine of 14 PICs having M&E reporting mechanisms outlined in their NDPs. Tonga, Vanuatu, Palau and Fiji have so far submitted their voluntary national reports (VNR).
- **Sendai Framework reporting** is done by the individual national disaster management office. National disaster management focal points are trained on using the Sendai Framework Monitor, an online tool managed by the United Nations Office for Disaster Risk Reduction. Fiji, Solomon Islands and Tonga are reporting towards Sendai targets A (reduction in disaster mortality) and B (reduction in the number of people affected by disasters).

19 Rai, N., Smith, B., & Brooks, N. (2019). Assessing adaptation results: Aligning national M&E systems and global results frameworks. IIED Issue Paper. IIED, London. Page 3.

20 ibid. Page 18

21 ibid. Page 37

- **Paris Agreement reporting** is based on nationally determined contributions (NDCs), usually by the national coordination body for climate change. This is generally conducted in an ad hoc process, whereby a consultant is hired to compile the report and the national coordinating body soliciting contributions from their respective sector ministries. NDC reporting is conducted in five-year cycles, with the next one due in 2020. Twelve of the 14 Pacific countries have M&E reporting mechanisms outlined in CCA and DRR/M policies and action plans.

While at least eight of the 14 PICs have integrated their climate and disaster plans, reporting to the SFDRR and NDC continues to be conducted in parallel, given that the two institutions are separate at global levels. The regional SDG reporting team (PIFS) clearly communicated that an FRDP M&E Framework reporting system should not create an additional layer of reporting but should facilitate coherence and efficiency around evolving country-driven and globally-aligned (to varied degrees) reporting systems. National stakeholders consulted for this assessment echoed similar sentiments by communicating that they wanted an FRDP M&E Framework that would 'ease' and not 'add' to existing reporting responsibilities towards the SDGs, the Sendai Framework Monitor (SFM) and nationally determined contributions (NDC) under the Paris Agreement. For this reason, the FRDP M&E Framework would have to be structured in a way that facilitates the streamlining of reporting towards the SDGs, SFM and NDCs.

Box 4: The alignment of Samoa's resilience M&E with the Pilot Program for Climate Resilience of the World Bank

PPCR is the adaptation window of the Climate Investment Fund (CIF), administered by the World Bank, which also serves as trustee. Using a programmatic approach to help developing countries integrate climate changes risks into their national planning framework, PPCR is implemented in 28 countries and two regions (Caribbean and South Pacific). Its results framework is an M&R framework based on four principles: country ownership, stakeholder engagement, using quantitative and qualitative methods, and ensuring learning by doing.

Country: Samoa
Funding: PPCR and The World Bank's Pacific Resilience Programme (PREP)
Description: Increased investments in disaster risk management and climate change activities in Samoa.
Samoa has fully integrated the PPCR core indicators into its national framework. In recent years, Samoa has improved its institutional framework, aligning its M&E framework with the most recent Strategy for the Development of Samoa (2016/17–2019/20) (SDS) with support from PREP and PPCR. The SDS includes a priority area on environment, which features a key outcome on climate change and development. This sets out to improve climate and disaster resilience and responsive planning by requiring all sector plans and ministry and implementing agency corporate plans to include climate and disaster resilience. The goal is 100% compliance among ministries and implementing agencies with climate and disaster resilience plans.
Alongside the SDS, the country has developed the Samoa Monitoring Evaluation Reporting Framework to help streamline sector and other coordinating groups' M&R on sector progress and generate evidence on progress towards SDS priorities. This framework reflects SDS priorities in climate change and has indicators to measure public agencies, sectors, villages and private businesses' capacity in:

- Preparedness and disaster and climate resilience
- Levels of climate and DRR investment
- Awareness levels around climate and disaster planning, and
- Compliance with climate and PRR policies and plan.

The framework also mainstreams climate resilience for other sectors and at different levels of governance. For example, it has indicators to measure levels of compliance in with climate, disaster policies in the agriculture, fisheries and infrastructure sectors and the compliance of village plans with climate and disaster resilience requirements.<?>

Highlights/Positives

- PPCR has developed a monitoring and reporting (M&R) framework to track progress towards climate resilient development at national and project level. Technical assistance for setting up M&E systems beyond project implementation allows countries to develop M&E systems or integrate the PPCR RMF into existing systems
- Capacity support in M&R guides the implementation of RMFs through training and workshops.
- In some pilot countries, using national data systems ensures data sustainability and usage in the long run.

Gaps:
Sustaining and operationalizing M&E beyond PPCR funding is weak.
Has created parallel duplicate systems within countries.
Simplification and output-focused indicators.
No comprehensive picture of long-term outcomes or impacts. <?>

3.5 Connecting national and local

Respondents communicated the lack of climate and disaster vulnerability baseline data to inform resilient development investment allocation and for monitoring effectiveness of resilience interventions. This would require a systematic approach for identifying the people and places that are particularly vulnerable to climate change (and how) and the effectiveness and impacts of climate and disaster resilience building projects in addressing identified vulnerabilities. Civil society representatives that were consulted, indicated that much of the resilient development achievements and lessons were not adequately reflected in communication and reporting publications released by governments and regional agencies, and that the opportunity to link and engage these experiences to national and regional resilient development M&E processes was underexploited. Similarly, a national government representative indicated the need to create an M&E system that could engage and capture the contribution of the private sector, NGOs, CSOs and community groups in reporting and lesson-sharing for improving resilience practice.

Respondents also highlighted the opportunity to develop an M&E system that would strengthen gender and social inclusivity in learning and partnerships. The need for an M&E system that local communities can access and contribute to, as well as use to mobilise local resilience actions in a gender-sensitive and socially inclusive way, was important. Since M&E systems include the collection, synthesis and communication of outcomes, it seems critical for community level resilience that appropriate and intentional M&E mechanisms between national and sub-national contact points are forged to facilitate the channeling of knowledge and resources required for adaptive management in a vertically integrated and gender sensitive way The architecture of such an institutional mechanism will require the kind of engagement, learning and capacity building across sectors and jurisdictional levels that enables men, women and vulnerable groups within local communities to participate by sharing stories of experienced and perceived opportunities, challenges and aspirations for sustaining livelihoods in a changing environment.

Three PICs, namely Kiribati, Tuvalu and Solomon Islands, have adopted the integrated (cross sector and levels) vulnerability assessments (IVAs) to gather, synthesise and connect community-level vulnerability information to national resilient development planning, implementation and M&E (Box 5).[22] The IVA is supported by a web-based platform (IVA Database) that integrates gender-disaggregated community perceptions and experiences about their vulnerability via a standardised *talanoa*-based approach that can be replicated periodically. The design of the IVA makes it a valuable and tested tool to connect sub-national and national M&E processes in a way that is vertically integrated (e.g. with island, district or provincial jurisdictions) and gender disaggregated. Lessons and new knowledge will need to be **reciprocated** from national synthesis processes back to local communities to ensure wide engagement and coordination in terms of learning and adjusting courses of action for improved resilience-building in the future climate.

22 Dumaru, P. (2019). How Integrated Vulnerability Assessments Support NAP Processes in the Pacific Region. International Institute for Sustainable Development. Winnipeg, Canada.

Box 5: The IVA applied in Kiribati, Tuvalu and the Solomon Islands

The IVA approach

Local communities require a combination of livelihood assets to meet their basic needs. For the purpose of an IVA, these livelihood assets can be placed in five categories: natural resources, infrastructure and services, finance, human resources, and institutions and governance. The IVA process systematically collects and collates vulnerability data from multiple perspectives, sectors and scales related to each of these categories. These data are then used to determine the impacts of climate change on livelihood assets and how they affect the ability of communities to address human security needs over time. These human security objectives include: security of place, community health, ecosystem health, water security, food security, income security and energy security at a particular point in time

The IVA process helps answer questions such as:

- What human security hardships are local communities facing and experiencing?
- What causes those hardships?
- What has and is being done to address these hardships?
- How effective have past response interventions been?
- How can these interventions be improved?
- How will climate change affect these human security challenges in the future?

These questions are answered from the perspective of local women, men and youth via the use of participatory field tools. The tools gather community views about how changing livelihood asset conditions are contributing to human security objective issues and the effectiveness of past response interventions in addressing those issues. Technical and scientific perspectives are also provided via sector stakeholder consultations and the review of existing secondary data sources from multiple disciplines, scales and sector-based analyses.

The IVA process is distinct from other vulnerability assessments because it brings together two key elements for informing adaptation planning:

i. a common overarching national framework for analyzing and developing vulnerability baselines and
ii. a means of monitoring and evaluating adaptation outcomes that can be used as a common point of reference for communities, policy-makers, implementers and researchers.

It is also advantageous because it incorporates the use of multiple sources of existing and relevant data with varied methodologies (qualitative, quantitative, subjective, objective) and methods (surveys, geographic information systems [GIS] and satellite imagery, documentation review). The IVA process is also sourced from multiple sectors (agriculture, health, coastal management) at multiple scales (community, island, national) and times. The IVA is designed to be a simple process that creates a common point of reference of analysis for communities, adaptation practitioners and researchers. An IVA database can be established to provide a repository for the primary field evidence and secondary multi-sourced vulnerability data.

A national IVA Framework that includes a system for primary and secondary data collection, systematized consolidation of information in a database for documentation and analysis, and standardized reporting forms can be instrumental in institutionalizing national-level vulnerability and adaptation knowledge management systems An IVA knowledge management system of this type is essential to inform NAP prioritization, planning, and monitoring and evaluation processes in a sector-integrated, iterative and timely manner and at multiple levels of adaptation decision making. It helps to:

- Inform climate vulnerability baseline situations for various localities using a standardized, context-sensitive and comparable method.
- Develop baseline situations and influence how discussions about “shifting baselines” in changing environments could be approached.
- Identify which communities and individuals may be considered to be particularly vulnerable to climate change.
- Inform how adaptation planning can better incorporate gender equity and social inclusivity considerations.
- Identify sector, subnational and national-level adaptation priorities for NAP process planning, implementation, and monitoring and evaluation.
- Provide the evidence base to inform investment strategies. <?>

The IVA was piloted on Abaiang Island in Kiribati to inform sub-national adaptation planning, implementation and M&E that was aligned with the KJIP. It has since been revised and scaled up for nation-wide assessments in Kiribati, Tuvalu and the Solomon Islands.<?>

3.6 Connecting sectors

Most respondents reported that various national ministries and sectors continued to work in isolation, guided by their own frameworks and policies, which limit information-sharing, cross-sector learning and collaboration towards meeting national resilient development objectives. Some respondents were of the view that, since the FRDP had been successful in bringing various stakeholders (government, civil society, private sector) together at regional level (via the Pacific Resilience Partnership), similar collaboration across sectors at national level may be facilitated via appropriately designed M&E systems. Currently, sector-level resilience reporting to national development processes is relatively limited in terms of scope, content and coherence, such that reporting to the SDGs, SDFRR and NDCs largely follows different processes and institutional arrangements and lacks coherence. In an effort to strengthen the horizontal (cross sector) integration of resilient development, the Tonga JNAP2 M&E system design constitutes standardised sector-specific resilience M&E systems that are inter-linked and facilitate comparison and synthesis at national levels.

3.7 Connecting resilience and development financing

The importance of linking resilience and development financing will need to be addressed in the development FRDP M&E system. While all national development plans in the 14 PICs reviewed contained climate and disaster resilience objectives (see Table 1), these were largely generic and were not sufficiently anchored in the sectors to warrant the kind of reporting needed to track the contribution of resilience finance to overall sustainable development in changing vulnerability contexts. Table 2 shows that resilience M&E systems that enable aggregation and synthesis at sector (horizontal) and sub-national (vertical) levels are rare or emerging, and that such a situation indicates key barriers to resilience investment decision-making and tracking. Such a set-up perpetuates the disconnect between climate/disaster and development financing, which national M&E systems have the potential to address with the appropriate architecture, institutional mechanisms and capacity development.

Systematic approaches for M&E of resilient development at aggregate levels (national, sub-national, sector) has the potential to bridge the disconnect between climate and development financing. However, such an apparatus is relatively non-existent in the region at the present time. The absence of effective cross-level (connecting local to national) and cross-sector (connecting sectors) national M&E systems creates learning barriers for government and donors in terms of understanding what works to reduce climate vulnerability, and if and how sub-national or sector-based resilience initiatives are contributing to national sustainable development in changing environments. This disconnect is further exacerbated by output-based reporting that is often project or sector confined (via project reports and ministry corporate planning and reporting) and lack outcome monitoring, evaluating and reporting at national and international levels. This barrier to understanding impedes efforts to catalyse the shift that is needed from what is largely a **project-based and sector-confined** approach towards a more **programme-based and development-integrated** resilience-building approach.

3.7.1 Resilience and development indicators

Integrating resilience and development in a programmatic way may be facilitated by appropriate approaches to defining indicators that reflect country contexts and priorities and can be aligned with global frameworks. The design of national resilience M&E systems should be shaped by the data and information that are available and accessible. Most M&E systems use indicators to define what will be measured and these indicators should be linked to a Theory of Change and results framework. Given the varied resilient development policy contexts and contents in the 14 PICs, as shown in Table 2, approaches and processes of developing or strengthening national M&E systems for resilient development will vary. The development of the FRDP M&E system will need to be sensitive to this variation.

Table 2: Resilience-related M&E in the 14 PICs

Country	**Policies & plans framing national M&E system for resilient development** *[DEV (Development); CC (Climate Change); DRM (Disaster Risk Management)]*	**Established M&E system for resilient development nationally**	**Level of aggregation and synthesis**	**Do M&E system outcomes influence resilience finance allocation?** *[yes/no; informal or systematic]*
Cook Is	*__DEV:__ Cook Is NSDP 2016 – 2020 *__CC&DRM:__ Cook Is JNAP2 2016-2020	*High level resilience objectives and indicators in national development strategy and reporting system	*National development plan reporting	TBD
FSM	*__DEV:__ FSM SDP Document (2004 – 2023) *__CCDRM:__ FSM DRMCC Policy Document (2016 – 2020) *__CCDRM:__ Chuuk JSAP *__CCDRM:__ Kosrae JSAP *__CCDRM:__ Pohnpei JSAP *__CCDRM:__ Yap JSAP	*Resilience M&E integrated into national and sub-national (island level) development strategy and reporting system	*National (development plan reporting) *Sub-national (JSAP to SDP)	TBD
Fiji	*__DEV:__ Fiji Development Plan 2017-2036 *__CC (mitigation):__ Fiji NDC Implementation Roadmap 2017-20130 *__CC (adaptation):__ Fiji National Adaptation Plan (NAP) *__DRM:__ National Disaster Management Plan 1995 to be reviewed	*Resilience M&E integrated into national development strategy and reporting system *Development Fiji NAP M&E Framework and reporting system in process	*National development plan reporting *Cross-sectoral (horizontal integration developing for the Fiji NAP)	TBD

Kiribati	*__DEV:__ Kiribati Development Plan 2016-2019 *__CCDRM:__ Kiribati Joint Implementation Plan (KJIP) for Climate Change and Disaster Risk Management	* Development of KJIP M&E Framework and reporting system in process * Standardised tool for assessing changes in community vulnerability across 9 sectors applied on two islands and nation-wide coverage in progress	*National development plan reporting *Cross-sectoral (horizontal) M&E integration – **in development** *Community to national (vertical) M&E integration – **in development**	Systematic process of using M&E outcomes for resilience finance prioritisation - **developing**
Nauru	*__DEV:__ Nauru Sustainable Development Strategy *__CCDRM__: Republic of Nauru Framework for Climate Change Adaptation and Disaster Risk Reduction (RONAdapt)	* TBD	*National development plan reporting	TBD
Niue	*__DEV:__ Niue National Strategic Plan (NSSP) *__CCDRM:__ Niue Joint National Action Plan for Disaster Risk Management and Climate Change April 2012	*Resilience M&E integrated into national development strategy and reporting system	*National development plan reporting	TBD
Palau	*__DEV:__ Palau 2020 National Master Development Plan *__CCDRM:__ Palau Climate Change Policy & National Disaster Risk Management Framework	*Resilience M&E integrated into national development strategy and reporting system	*National development plan reporting	TBD

PNG	*__DEV:__ Papua New Guinea Development Strategic Plan (2010-2030) *__DRM:__ PNG National Disaster Risk Reduction Framework 2017-2030	*TBD	*National development plan reporting	TBD
RMI	*__DEV:__ RMI Strategic Development Plan Framework (2003-2018) *__CCDRM:__ 2050 Climate Strategy released in 2018. A NAP is under development.	*Resilience M&E integrated into national development strategy and reporting system	*National development plan reporting	TBD
Samoa	*__DEV:__ Strategy for the Development of Samoa 2016-2020 *__DRM:__ Samoa National Action Plan for Disaster Risk Management 2017-2021	*Resilience M&E integrated into national development strategy and reporting system	*National development plan reporting	TBD
Solomon Is	*__DEV:__ Solomon Islands National Development Strategy 2016-2035 *__CC:__ Solomon Islands National Climate Change Policy 2012-2017	*Resilience M&E integrated into national development strategy and reporting system *Resilience M&E integrated into national development strategy and reporting system *Standardised tool for assessing changes in community vulnerability across 9 sectors applied on Malaita Island and nation-wide coverage in planned	*National development plan reporting	TBD

Tonga	*__DEV:__ Tonga Strategic Development Framework II 2015-2025 *__CCDRM:__ Tonga JNAPII 2018-2028	*Tonga JNAPII M&E system in development	*National development plan reporting *Cross-sectoral (horizontal) M&E integration – **in development** *Community to national (vertical) M&E integration – **in development**	Systematic process of using M&E outcomes for resilience financing prioritisation - **in development**
Tuvalu	*__DEV:__ Tuvalu National Sustainable Development Plan *Te Kakeega* III *__CCDRM:__ Tuvalu National Strategic Action Plan for Climate Change and Disaster Risk Management 2012-2016	* Resilient development plan and M&E framework planned *Standardised tool for assessing changes in community vulnerability across 7 sectors applied on two islands and nation-wide coverage in progress	*National development plan reporting	TBD
Vanuatu	*__DEV:__ Vanuatu National Sustainable Development Plan 2016-2030 *__CCDRM:__ Vanuatu Climate Change and Disaster Risk Reduction Plan 2016-2030	*Resilience M&E integrated into NSDP M&E Framework *Standardised tool for assessing changes in community vulnerability across 7 sectors adopted but yet to be rolled out	*National development plan reporting	TBD

There are several ways countries may frame their national resilience M&E systems and Table 3 shows that, in most cases, resilience objectives and indicators have been integrated into the national development plan reporting system, although not to the level of detail as identified in the respective national climate, energy efficiency and disaster (respective Goals 1, 2 &3 of the FRDP) policies and plans. For example, the third Environment Pillar of Vanuatu's National Sustainable Development Plan 2016–2010 incorporates climate and disaster resilience objectives, indicators, targets, baselines (currently vacant) and SDG alignments that relate to the first and third goals of the FRDP, while low-carbon development (FRDP Goal 2) issues are incorporated in Environmental Pillar 2.

Table 3: Vanuatu NSDP M&E framework for resilience

ENVIRONMENT 2: An economy which fosters sustainable growth and development through low impact industries and modern technologies to ensure the well¬being of future generations				
Policy Objectives	**Smart Indicators**	**Targets 2030**	**Baseline**	**SDG Alignment**
ENV 2.3: Promote renewable sources of energy and promote efficient energy use	ENV 2.3.1 Proportion of all imported lighting and refrigeration appliances that meet high energy efficiency standards	5% by 2020, 14% by 2030		**7.1** 7.1.2 (Tier 1) **7.2** 7.2.1 (R) (Tier 1) **7.3** 7.3.1 (R) (Tier 1) **7.b** 7.b.1 (Tier 3)
	ENV 2.3.2 Proportion of households using renewable energy technology as main source of lighting	100% of households using renewable energy technology as the main source of lighting		
	ENV 2.3.3 Percentage of grid-based electricity generated from renewable energy sources	100% of grid-based electricity generated from renewable energy sources		

ENVIRONMENT 3: A strong and resilient nation in the face of climate change and disaster risks posed by natural and man-made hazards				
Policy Objectives	**Smart Indicators**	**Targets 2030**	**Baseline**	**SDG Alignment**
ENV 3.1: Institutionalise climate change and disaster risk governance, and build institutional capacity and awareness	ENV 3.1.1 Proportion of government ministries with policies, budgets, and legislation for CC & DRM	100% of government ministries with policies, budgets and legislation for CC & DRM		**13.2** 13.2.1 (R) (Tier 3)
	ENV 3.1.2 Institutional strengthening of NAB, Department of Climate Change and other MoCC departments	100% of DoCC and NAB secretariat staff financed by the government		
	ENV 3.1.3 Alignment of sector stakeholders' programs and CC & DRM policies and legislation	100% of sector stakeholders are aware of CC & DRM policies and legislation		
		50% of sector stakeholders have formal arrangements with the government		
ENV 3.2: Improve monitoring and early warning systems	ENV 3.2.1 Establishment of multi-hazard warning systems with maintenance plans in place	100% of provinces with multi- hazard warning systems		**13.1** 13.1.1 (Tier 2) 13.1.2 (R) (Tier 2) **13.3** 13.3.1 (Tier 3) 13.3.2 (Tier 3)
	ENV 3.2.2 Proportion of population with access to technologies that convey early warnings	80% of the population has access to technologies that convey early warnings		
	ENV 3.2.3 Increased knowledge and scientific research in atmospheric and earth sciences	Increase in publications or research proposals in atmospheric and earth sciences		

ENVIRONMENT 3: A strong and resilient nation in the face of climate change and disaster risks posed by natural and man-made hazards				
Policy Objectives	**Smart Indicators**	**Targets 2030**	**Baseline**	**SDG Alignment**
ENV 3.3: Strengthen post- disaster systems in planning, preparedness, response and recovery	ENV 3.3.1 Number of support plans available to communities for coordination, planning, preparedness, response and recovery	80% of communities have access to support plans		13.b 13.b.1)
	ENV 3.3.2 Percentage of climate change and disaster affected communities with durable solutions	60% of climate change and disaster affected communities with durable solutions		
	ENV 3.3.3 Number of multi-hazard and risk maps to improve Post-Disaster Needs Assessment	1 national multi-hazard and risk map		
ENV 3.4: Promote and ensure strengthened resilience and adaptive capacity to climate related, natural and man-made hazards	ENV 3.4.1 Percentage of public schools using the climate change and disaster risk reduction modules in national curriculum at all levels	85% of public schools using the climate change and disaster risk reduction modules in national curriculum at all levels		13.3 13.3.1 (Tier 3) 13.3.2 (Tier 3)
	ENV 3.4.2 Number of communication and partnership activities and awareness programs established targeting issues such as climate change adaptation and resilience	60% of islands covered by awareness programs targeting climate change adaptation and resilience		
ENV 3.5: Access available financing for climate change adaptation and disaster risk management	ENV 3.5.1 Proportion of annual spending on climate change adaptation and disaster risk management funded with budget support from donor partners to the government	50% of NAB-endorsed project funding is channelled through government systems		13.a 13.a.1 (R) (Tier 3)
	ENV 3.5.2 Number of climate and disaster finance funds to which Vanuatu is formally accredited	Vanuatu is accredited to at least two climate and disaster finance funds, the Adaptation Fund and the Green Climate Fund		
	ENV 3.5.3 Amount of climate and disaster finance used for community programs and activities through external support	VT10 Billion of external climate and disaster finance used for community programs and activities		

Alternatively, Tonga's resilience M&E system under the JNAP 2, currently in development, will be anchored within the sectors via the 20 (sector-themed) *Resilient Tonga Targets*. Building on the lessons from the development of resilience indicators from various parts of the world, the Tonga JNAP2 M&E system will feature processes, outcomes and impact resilience indicators that enable the tracing of possible attribution between resilience activities under the JNAP and national SDG indicators under the Tonga Sustainable Development Framework (TSDF), as detailed in Box 6.

Box 6: The (developing) Tonga JNAP2 M&E System

The JNAP2 M&E comprises 22 *Tonga Resilience Targets* that are assessed according to the extent its six objectives achieve expected outcomes of: mainstreaming; research and monitoring; capacity building; on-the-ground implementation; finance and cooperation.[<?>] The objective comprises activities that have been designed to contribute to the institutional readiness of the country to deal with experienced and anticipated climate and disaster risks.

Process indicators monitor the advancement in implementing policies, plans and/or interventions that address the three goals of FRDP (adaptation and disaster risk reduction, low carbon development and disaster management) or the institutional capacity to do so. In this way, process indicators resemble output indicators. They measure the changes in institutional processes and governance mechanisms that relate directly to addressing climate and disaster risks, such as the activities under the six objectives of the JNAP2. Each JNAP activity was adjusted as a process indicator for one or more sector-themed target, where applicable.

Outcome indicators refer to the changes that resulted from implementing the resilient development policies and actions, such as the JNAP2 activities. The outcome indicators were developed from the articulated 'expected outcomes' of JNAP2 in the context of each *Resilient Tonga Target* (which are mapped to relevant SDG and SFDRR indicators).

Impact Indicators: show how the outcomes of the resilient development activities contributed to the achievement of national sustainable development goals (that have been mapped to *Resilient Tonga Targets*).

An example of how the Tonga resilient M&E system links JNAP2 activities to the achievement of the SDGs in a changing climate is shown below.

JNAP Objective 1.3: Mainstreaming for a Resilient Tonga
JNAP Sub-objective 1.3: Develop and implement the prioritised sector resilient plans, such as biodiversity, education, energy, fisheries, forestry, health, infrastructure, land, water, and youth, including supporting policies and legislation where necessary.

Expected outcomes: A fully coordinated and streamlined *resilience* planning approach implemented across all government ministries.				
JNAP Activity	**Process Indicator**	**Outcome Indicator**	**Impact Indicator**	**Climate Risk Indicator**
1.3.1 Conduct sector-specific vulnerability assessments to establish baselines and to inform resilience planning	Water security vulnerability baselines for informing resilience planning established	Proportion of communities with climate and disaster water vulnerability levels identified Percentage of people in water vulnerable areas with access to safe and reliable water	**SDG 6.1.1.** Proportion of population using safely managed drinking water services	Rainfall levels Sea-level rise Cyclone intensity

3.8 Bringing everyone together regionally

There was wide agreement among stakeholders that a unique strength of the FRDP was its ability to bring everyone together to discuss climate and disaster resilience issues as a region. This includes government and non-government organisations, community groups and private sector agencies from across sectors and governance levels (sub-national, national, regional and international) from the 22 PICTs. The Pacific Resilience Meetings (PRM) were considered valuable as climate, disaster and the development actors and institutions continue to operate separately at global and national levels.

Building on this advantage, stakeholders suggested that a phased approach to developing the FRDP M&E system may be required, given the need to better inform its development with more in-depth case studies and lessons from national resilience M&E reporting mechanisms, coherence and partnerships. It was widely felt by the informal FRDP M&E Working Group and regional workshop participants that such an undertaking will require time, effort, resources and partnerships that involve development partners, the private sector and non-governmental agencies in M&E, given their networks and reach at community levels. Measures would need to be taken to ensure that the development and operationalisation of the FRDP M&E system is within the resource and technical capacity of countries and regional partners. Moreover, how the outcomes of national M&E systems might be linked to inform the FRDP M&E Framework could also support advancement of the Blue Pacific agenda.

4.0 Recommendations: Domains of change

Three **domains of change** were determined as important for the development of an M&E system for the FRDP. The three domains, as depicted in Figure 1 (*Page 6*), are:

- ***Domain of Change 1:*** National resilience M&E and reporting systems;
- ***Domain of Change 2:*** Resilience reporting coherence; and
- ***Domain of Change 3:*** Resilience M&E partnerships.

The strengthening of the national resilience M&E and reporting systems (Domain 1) was considered the most immediate and significant need by stakeholders, from which a more coherent reporting system (Domain 2) for resilience (SFDRR and NDC) within the context of sustainable development (SDG) could be enabled. The FRDP M&E Working Group further considered that the domains of change could be made possible via the kind of partnerships that facilitated the flow of resources and information at sub-national, national and regional levels in ways that engaged government agencies, regional and multi-lateral institutions, civil society organisations, the private sector and donor actors in resilient development activities.

Moreover, the June (2019) FRDP M&E workshop and post-workshop iterative *talanoa* by the FRDP M&E Working Group determined that:

- a ToC should be developed for each change domain to chart the path of developing and operationalising the FRDP M&E Framework by mid-2020;
- a co-invested and co-designed mid-point evaluation should be conducted in 2023 to assess how the three domains of change contribute to the realisation of the FRDP objectives and outcomes under each goal. *[The FRDP implementation mechanism states that "a mid-term review no later than 2024, and requests for update by Pacific Island Leaders."]*
- an endpoint evaluation should also be conducted to assess the extent to which the three FRDP goals are being achieved and what the FRDP contribution to the achievement of these goals is.

Domain of Change 1: National M&E systems for resilient development

The current status of national resilience M&E systems is such that a change in resilience or vulnerability levels of countries, sectors and communities cannot be systematically and easily assessed. Earlier sections suggest that this limitation is largely due to the absence of vulnerability baselines and the lack of institutional mechanisms to enable M&E at aggregate levels, across sectors and geographical scales. The analysis also shows that it is important for the scope and scale of national M&E systems to: (i) align with global reporting systems (particularly SDG, SFDRR and NDCs); (ii) integrate vertically (sub-national to national) and horizontally (cross-sector) M&E processes with the support of vulnerability baselines and appropriate institutional mechanisms; and (iii) facilitate the integration of resilience and development finance via the development of indicators that can explain how resilient interventions contribute (or do not contribute) to sustainable development in a changing climate.

Given the variation in resilience policies, plans, institutional contexts and resilience reporting mechanisms across countries, it is recommended that a common approach to strengthening national resilience M&E systems be developed in a way that addresses:

- the incorporation of **traditional knowledge and culture** into national resilience M&E processes;
- the development of **vulnerability baselines** across sectors and geographical scales;
- the establishment of **institutional mechanisms** that enable the gathering and synthesis of resilience monitoring data in a way enables an integrated approach to monitoring and evaluating the three goals of the FRDP nationally;
- the development of **information and knowledge management** processes and protocols and appropriate data-gathering methods to efficiently support national resilience M&E processes;
- the identification of **capacity development** needs and approaches for strengthening national M&E systems that apply **practice-based professional learning**[23] and **participatory action research**[24]**;** and
- the **resourcing** opportunities and approaches for resilience M&E at sub-national and national levels.

Domain of Change 2: Resilient development reporting coherence

This assessment also found that countries are generally reporting to the SDGs, SFDRR and Paris Agreement via separate institutions and processes. 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. Therefore, it is important to not add to existing reporting burdens"[25] The development of a more coherent and integrated resilience reporting process could be developed via the PIFS work on the SDGs and VNRs, as well as via the work of SPC's Statistics for Development Division and the Pacific Data Hub. An integrated framework that harmonises the M&E of national development plans, SDGs, Samoa Pathway, and the Sendai and Paris Agreements is needed but currently does not exist at national and regional levels. Such a framework should:

- complement and build on (NOT duplicate or replace) how countries are currently **reporting** nationally and internationally;
- support horizontal (cross-sector) and vertical (multi-level) integration of **information and knowledge management** processes; and
- be compatible across countries to support regional coordination and partnerships related to **accessing technical and financial resources** for resilience at national and community levels.

It will be important for countries to use a **common reporting approach** and templates (where possible) to enable synthesis regionally. It will also be important to maintain and promote the high profile of the FRDP by regularly reporting to national political leaders, CROP agencies, PRP and development partners if it is to be relevant. This means that methods of reporting FRDP goal achievements are still needed while the FRDP M&E system is being developed.

23 An educational strategy that integrates theory or 'classroom' learning into real-life work experiences where participants are employed or may be employed in future.

24 A research approach whose focus is determined by community priorities and capacities and produces 'actionable' knowledge.

25 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 27.

Domain of Change 3: Genuine and enduring partnerships

The lack of baselines, mechanisms and coherence in resilience M&E in the region, as presented in this study, is also indicative of the institutional contexts within which partnerships are being forged and climate and disaster finance effectiveness is assessed and reported. The study shows the magnitude of institutional barriers to forging the kind of partnerships that lead to measurable resilient development outcomes. The FRDP M&E system will need 'genuine and enduring partnerships' to develop and operationalise resilience M&E systems sub-nationally, nationally and regionally. Such partnerships could effectively and efficiently channel the flow of knowledge and resources in ways that support the institutional changes necessary to realise Domains of Change 1 and 2 (national M&E systems and reporting coherence) in innovative and culturally appropriate ways. Stakeholders also indicated that there is a need to evaluate the performance of the PRP Taskforce in terms of its effectiveness in facilitating partnerships across sectors and levels of resilience governance and this may be assessed within the scope of the three domains of change.

A mapping of varied stakeholders in the Pacific with an interest in resilient development M&E could help countries and regional agencies facilitate genuine and enduring partnerships with various partners around M&E. An analysis of resilience stakeholders in the region who already engage in M&E nationally could potentially inform the charting of 'where' partners are currently at with their respective resilience M&E journey and 'who' could potentially contribute 'what' in developing and operationalising the FDRP M&E framework and the network of practitioners and partners that support it.

The Pacific Community has developed a partnership assessment tool and this may be applied for the following purposes:

- creating the kind of (genuine) partnerships that give countries the opportunity to **ease the burden of donor directed reporting processes** and suggest the use of relevant nationally defined resilient development indicators and monitoring systems for donor reports;
- inform the development of national resilience M&E systems (Domain 1) that are **evidence-based** and respond to various donor reporting frameworks and processes, as well as regional and national stakeholders from the public, private and NGO/CSO sectors;
- identify ways in which each actor/partner can **potentially contribute to national and regional M&E processes** based on their organisational mandated roles, data and information they are willing to share, and on their capacity to contribute;
- determine the **effectiveness of the PRP Taskforce** 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.

5.0 Next Steps: FRDP M&E Framework Development

The purpose of this assessment is to identify the gaps and opportunities related to developing an M&E Framework for the FRDP. The assessment identified the three domains of change as strategic entry points from which the development of the FRDP M&E Framework should be based. Upon approval to progress this work as proposed, the following next steps are recommended.

Step 1: Produce an FRDP M&E Framework Development Strategy

The FRDP M&E Framework Development Strategy will direct the approach and process for addressing the three domains of change to shape the FRDP M&E Framework. The strategy will, therefore, comprise three change domain components, whereby approaches, methods, activities and schedules, guided by a theory of change, will be outlined. This will include the chronological steps that lead to the development and finalisation of the FRDP M&E system, including the formalisation of the FRDP M&E Working Group and their proposed roles and responsibilities in terms of steering the development and operationalisation of the FRDP M&E Framework.

The strategy will be informed by and build on the findings of this needs assessment by providing more specific instructions on how each of the three domains of change (national M&E mechanisms, coherence and partnerships) will be addressed to shape the FRDP M&E Framework. Regional stakeholders that are already engaged in initiatives related to climate and disaster vulnerability assessments and baseline development, resilience M&E mechanisms and processes, reporting coherence and partnerships will be consulted. Through this process, several case studies from PICTs will be identified and conducted for the purpose of informing the FRDP M&E system.

It is envisaged that the first draft of the FRDP M&E strategy will be developed (by the consultant) by mid-November and finalised by the end of November.

Step 2: Formalise the FRDP M&E Working Group

The formalisation of the FRDP M&E Working Group will be key to steering the development of the FRDP M&E Strategy, addressing the three identified domains of change and culminating in the development of the FRDP M&E system. The role of this working group will be essential to continuing the view-gathering and iterative *talanoa* on the development and operationalisation of the FRDP M&E system, especially in terms of linking up and engaging with stakeholders from across the region.

It is proposed that a formal terms of reference for the FRDP M&E Working Group be developed in parallel to the FRDP M&E Strategy, such that a draft is developed by mid-November and finalised at the end of November at the PRP Taskforce meeting.

Step 3: Resilient development M&E case studies

Case studies on the application of key concepts and methods proposed for strengthening national M&E systems (Domain 1), reporting (Domain 2) and partnerships (Domain 3) will be important in adding depth to the understanding and formulation of the FRDP M&E Framework. Case studies of the process and outcomes of developing national M&E systems in Tonga, Kiribati, Solomon Islands and/or Fiji may provide useful insights on how various resilience policy contexts may require specific approaches to developing and operationalising national resilience M&E systems. Similarly, a focused study on how national resilience indicators and reporting mechanisms could harmonise with

national and regional sustainable development reporting could better inform the development of a more coherent reporting system to the SDGs, SFDRR, NDC and FRDP. Case studies on partnerships around resilience M&E could also be invaluable in identifying tried and proposed modalities of engagement related to resources, information and knowledge access and sharing, relative to various contexts.

The case studies may be compiled by relevant implementing agencies that may be interested in contributing to the design of the FRDP M&E system within the first half of 2020.

Step 4: FRDP M&E system development

A collective sense-making workshop on the structure and process for the FRDP M&E system is proposed to follow the case studies. The workshop will create a forum for sharing lessons learned from the case studies conducted in Step 2. Lessons from the case studies are expected to provide systematic recommendations on how the national M&E systems, coherent reporting mechanisms, and partnerships could support the key pillars of what will be the FRDP M&E system. It is envisaged that the FRDP M&E system will be developed within the third quarter of 2020.

ANNEX 1: View-gathering and iterative talanoa participants

Date (2019)	Name	Designation	Organisation
VIEW-SHARING TALANOA			
10 June	Mr Exsley Taloiburi	Climate Change Finance Adviser & Resilience Team Leader	PIFS
	Mr Kevin Petrini	Team Leader - Resilience & Sustainable Development Programme	UNDRR
	Mr Andrew Mcelroy	Sub-Regional Coordinator for the Pacific	UN Agencies
11 June	Mr Jim Armistead	Director Pacific Division, Ministry of Foreign Affairs	Cook Islands Government
	Mr Ewan Cameron	SIS Desk Officer	Cook Islands Government
	Ms Celeste Powell	Director	DFAT – Australia
	Mr Andrew Jones	Director, GEM Division	SPC
	Mr Patrick Haines	Project Manager – PIEMA	SPC
	Ms Anais Rouveyrol	Adviser - Disaster Risk Management and Community Resilience	SPC
	Ms Monica Wabuke	Monitoring, Evaluation and Learning Adviser	SPC
12 June	Mr Choi Yeeting	National Climate Change Coordinator & Senior Policy Advisor, OB	Kiribati Government
	Ms Charmina Saili	Regional Planning Adviser (Forum Compact)	PIFS
	Ms Portia Dugu	SDG Engagement Officer	PIFS
	Mr Mosese Sikivou	Regional Coordinator	PIFS
13 June	Ms Tagaloa Cooper	Director, Climate Change Resilience	SPREP
	Mr Semi Qamase	M&E Offcer, PACRES Project	SPREP
	Mr Alifereti Tawake	Council Chair & Advisor	LMMA Network
	Ms Kathryn Clarkson	Head of the IFRC in the Pacific	IFRC
14 June	Ms Hanna Uusimaa	Climate Change Specialist	ADB
15 June	Ms Alisi Tuqa	Chief Executive Officer	PIPSO
17 June	Mr Engel Raygadas	International Affairs Senior Advisor	French Polynesia

ITERATIVE TALANOA			
April Current	Ms Vuki Buadromo	Project Manager, ISACC Project	SPC
	Ms Emily Sharp	Head of Strategy Performance and Learning, SPL	SPC
	Mr Martin Sharp	PACRES Project Manager	SPREP
	Ms Varanisese Tawake	Pacific UNDAF M&E Manager	UNDAF
	Mr Andrew McElroy	Head of Pacific Sub-Regional Office	UNDRR
	Ms Monica Waibuke	Monitoring, Evaluation and Learning Adviser	SPC
	Ms Lisa Buggy	Climate Change Adviser, ISACC Project	SPC
	Ms Teaa Tira	Strategic Program for Climate Resilience Adviser	PIFS
	Ms Charmina Saili	Regional Planning Adviser (Forum Compact)	PIFS
	Ms Portia Dugu	SDG Engagement Officer	PIFS
	Ms Susan Sulu	Climate Finance & Planning Officer	PIFS
	Mr Mosese Sikivou	PREP Regional Coordinator	PIFS
	Ms Nicola Glendining	Climate and Disaster Risk Mainstreaming Advisor	UNDP
	Mr Ahlotu Palu	Public Financial Management Adviser	PIFS

ANNEX 2: Regional talanoa participants

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