



Pacific Islands Framework for Action on Climate Change 2006-15 Final Evaluation

REPORT

7 May 2015

Prepared by Apidae Development Innovations Pty Ltd
for the Secretariat of the Pacific Regional Environment Programme (SPREP)



Copyright © Secretariat of the Pacific Regional Environment Programme (SPREP), 2015.

Reproduction for educational or other non-commercial purposes is authorised without prior written permission from the copyright holder provided that the source is fully acknowledged. Reproduction of this publication for resale or other commercial purposes is prohibited without prior written consent of the copyright owner.



Secretariat of the Pacific Regional Environment Programme (SPREP)

PO Box 240

Apia, Samoa

Email: sprep@sprep.org

Website: www.sprep.org

Our vision: The Pacific environment, sustaining our livelihoods and natural heritage in harmony with our cultures.

As part of SPREP's commitment to the environment, this item is printed on paper made from 100% recycled post-consumer waste.

Table Of Contents

Table Of Contents.....	3
Glossary	4
Executive Summary	5
1. Background and Purpose.....	16
2. Methodology.....	19
3. Progress Against the Mid Term Review Recommendations	23
4. Document Review	25
5. Survey Findings	31
6. Interview Findings	37
7. Case Studies	45
8. Conclusions and Lessons Learned	63
9. Recommendations.....	65
References	69
Appendices	73
Annexes	77

Glossary

A2CC	Adaptation to Climate Change
APAN	Asia Pacific Adaptation Network
CC	Climate Change
CHICCHAP	Climate Change Adaptation Partnership
CROP	Council of Regional Organisations of the Pacific
DRR	Disaster Risk Reduction
EbA	Ecosystem-based Adaptation
GCCA	Global Climate Change Alliance
GCF	Green Climate Fund
GIZ	The Deutsche Gesellschaft für Internationale Zusammenarbeit
IPCC	Intergovernmental Panel on Climate Change
JNAP	Joint National Action Plan
LDCs	Least Developed Countries
M&E	Monitoring and Evaluation
MTR	Mid Term Review
OECD DAC	Organisation for Economic Co-Operation and Development Development Assistance Committee
OEQs	PIFACC Outcome Evaluation Questions
PACC	Pacific Adaptation to Climate Change Project
PCCP	Pacific Climate Change Portal
PCCR	Pacific Climate Change Roundtable
PICTs	Pacific Island Countries and Territories
PIEP	Pacific Islands Energy Policy
PIFACC	Pacific Islands Framework for Action on Climate Change
PIGGAREP	Pacific Islands Greenhouse Gas Abatement through Renewable Energy Project
SPC	Secretariat of the Pacific Community
SPREP	Secretariat of the Pacific Regional Environment Programme
SRDP	Strategy for Climate and Disaster Resilient Development in the Pacific
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
USAID	United States Agency for International Development

Executive Summary

Background and Purpose

In 2005 the Pacific Leaders endorsed the Pacific Islands Framework for Action on Climate Change (PIFACC) 2006 to 2015. The Framework's vision is "Pacific island people, their livelihoods and the environment resilient to the risks and impacts of climate change", and the overarching goal is to ensure Pacific island people build their capacity to be resilient to the risks and impacts of climate change.

The 2011 second edition of PIFACC, maintained the vision and goal of PIFACC but considered advances in understanding of climate change issues, developments in the global and regional climate change architecture, and the experiences of Pacific Island Countries and Territories (PICTs), Pacific Regional Organizations, donors and other development partners, in implementing climate change programs since endorsement of the original edition of this Framework.

A Mid-term Review (MTR) of the PIFACC was undertaken in 2010. Its key findings include that a number of constraints exist in the PICTs, which have influenced the achievement of the PIFACC objectives. In addition to a whole of programme evaluation, this final evaluation will build upon the conclusions made in the MTR.

The aim of this evaluation is to carry out a desktop review of the progress of PIFACC from 2006-2015 in preparation for the Pacific Climate Change Roundtable (PCCR) in May 2015. Based on the terms of reference for the review, the specific objectives of the evaluation are to:

- Provide an evidence based and expert evaluation and analysis of progress towards achieving the 'Outcome Evaluation Questions', drawing on project achievements against the PIFACC outputs and outcomes (and indicators where most relevant).
- Highlight key lessons and other issues that may be strategically valuable in the ongoing efforts to build, and monitor and report on, climate resilience in the region. ²

This review considers the extent to which the PIFACC objectives have been fulfilled. It considers policy and project documents, progress reports and technical reports during the period of PIFACC implementation 2006-2015, as well as the perceptions of key stakeholders and representatives captured through an online survey and in-depth interviews.

Methodology

As stipulated in the Terms of Reference, this evaluation is based on the Outcome Evaluation Questions (OEQs) from the second edition of PIFACC.¹ These questions align with the six key PIFACC themes as summarised in Table (i) below.

¹ Note that due to limited time capacity for the review the analysis focused here on the outcome evaluation questions and perceptions of PIFACC success and lessons learned in the region. Analysis of indicators from the PIFACC second edition was not undertaken.

Table (i): PIFACC Outcome Evaluation Questions

Group	Theme	Questions
STRONG ENABLING ENVIRONMENT	2. Governance and Decision Making	Do formal organisations have access to relevant climate information and knowledge in guiding policy and decision making?
		Are formal organisations and their policies/plans flexible in their decision making processes in responding to new threats posed by climate-related changes?
	6. Partnerships and Cooperation	Are established partnerships delivering: i) improved financial coordination in adaptation and mitigation activities?
		ii) enhanced international advocacy?
		iii) improved delivery of country focused outcomes?
UNDERSTANDING CLIMATE SCIENCE, IMPACT AND ADAPTATION	3. Improving understanding of climate change (technical)	Has technical understanding of climate change improved?
		Can technical staff readily access, store and retrieve climate science information?
		Has the capacity of technical agents to provide guidance and advice to the government and private agencies increased?
		To what extent do the ministries communicate, interact and share information and knowledge with local informal organisations/institutions over issues of climate vulnerability/hazard/change?
	4. Education, Training and Awareness	Has community awareness of climate change increased?
		What climate-related information do individuals use to guide their livelihood practices?
		Are training, monitoring and scholarship programs leading to increased capacity to incorporate climate information in decision making process in the government and the private sector?
		Is relevant climate-related data reaching key stakeholders in appropriate form so that it can be used in a timely and appropriate manner?
IMPLEMENTING ADAPTATION AND MITIGATION	1. Implementing tangible on-ground adaptation measures	Are adaptation and mitigation measures drawing on best practice in climate change science, impact assessment and adaptation planning?
		Are on-ground adaptation measures addressing the livelihood needs of the communities in which they are implemented?
	5. Mitigation of global greenhouse emissions	Are there mechanisms in place to accommodate for and promote the sharing of risk and innovation?
		Do communities have access to new and improved technology needed to cope with climate-related changes?

PIFACC was monitored through the meetings and working groups of the Pacific Climate Change Roundtable (PCCR), with high-level assessment against the themes rather than reporting against specific performance indicators. In the absence of an intervention logic² to ensure that the evaluation questions were clearly

² As standard practice in evaluation, reconstruction of the intervention logic takes place to ensure that the evaluation questions identified are clearly linked to the objectives and intended outcomes of the intervention concerned. However, as stipulated in the Terms of Reference, this evaluation was based on the PIFACC Outcome Evaluation Questions (OEQs), and so did not include an intervention logic. In the absence of an intervention logic to ensure that the evaluation questions were clearly linked to the PIFACC objectives, this evaluation was also informed by the OECD DAC Evaluation Principles. OECD DAC Criteria for Evaluating Development Assistance, online at <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>.

linked to the PIFACC objectives, this evaluation was also informed by the OECD DAC Evaluation Principles.³ The principles identify key themes in the document analysis where reporting against the M&E performance indicators was unavailable. The principles also informed interview questions. The OEQs were applied in the design of a comprehensive online survey. The combination of the PIFACC OEQs and the OECD DAC principles helped to ensure that the evaluation yielded the most reliable and comprehensive performance analysis possible.

The evaluation of the PIFACC 2006-15 comprised three phases: inception and planning, consultation, and synthesis. This evaluation used a variety of mixed method approaches to gather rich data about the PIFACC's performance:

1. *A comprehensive **document review** to assess contextual and performance information on the operation of PIFACC.* The findings of the document review highlighted a number of structural issues, in addition to successes, affecting the achievement of the PIFACC objectives, which informed the design of the survey and interviews, as well as the case study analyses.
2. *A detailed **online survey**, designed based on the 15 PIFACC OEQs, comprised of both closed and open-ended questions.* The survey was disseminated to over 130 climate change representatives across the PICTs and generated both quantitative and qualitative data.
3. *Ten **in depth interviews** with senior climate change specialists via telephone and Skype.* Rather than repeat the survey questions, these interviews were designed to yield detailed qualitative data on emerging trends identified in the survey responses and document analysis. The interviews generated rich descriptive perceptions from stakeholders about the overarching successes, challenges and obstacles of the PIFACC's performance.
4. ***Three case studies.*** The Pacific Adaptation to Climate Change project (PACC), USAID Adaptation to Climate Change: Choiseul project, and the Pacific Islands Greenhouse Gas Abatement through Renewable Energy project (PIGGAREP) project were selected to assess the PIFACC themes and trends in more detail.

Progress Against the Mid Term Review Recommendations

One clear area where the PIFACC has progressed following the MTR is in **formalizing a regional high-level policy and strategy for addressing climate change; providing guidance to countries and other stakeholders on regional priorities** and delivery of assistance for enhancing governance, preparing relevant policies, enhancing understanding, promoting appropriate technologies and knowledge, and on detailed adaptation and mitigation strategies; and **indicating to development partners the highest priorities for assistance to the region.**

The PIFACC has also progressed in **advocating for improved coordination**, however, there have been mixed achievements in adopting integrated approaches to addressing current and anticipated climate change impacts. It was recommended that the PIFACC establish and implement a framework for monitoring, reporting and evaluating the collective effort of the region to address climate change. **An M&E framework has been established but not fully implemented.**

With the second edition of the PIFACC, a **more accessible and reader- friendly guide was established** to create better relevance to countries, regional and international organizations and donors. As recommended, the guide includes **specific principles that can help shape responses to climate change in the Pacific islands region**, and links to other relevant regional policies, rather than trying to be overly inclusive. It was also recommended that, in developing the guide, the implementation of the PIFACC and the Regional Disaster Risk Reduction and Disaster Management Framework for Action should be

³ OECD DAC Criteria for Evaluating Development Assistance, online at <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

harmonized. This harmonization is well underway and will be achieved with the implementation of the new combined Strategy for Climate and Disaster Resilient Development in the Pacific (SRDP).

There has been **mixed achievement in strengthening the identification and implementation of strategies that relate to addressing climate change at the regional level**. The recommendation that the regional actions required to implement the PIFACC and report on its progress be reflected in the work programmes of the relevant CROP agencies and relevant organizations has been somewhat achieved as CROP and other agency work programs are largely compatible with the PIFACC, but do not necessarily contribute directly to PIFACC objectives.

Document Review Structure

An assessment of more than 50 documents provided by SPREP was carried out against the six key themes of PIFACC. Specifics of the findings are discussed in the analysis below, but there are several points to note at a structural level on the availability of documents.

While many documents related to the Education, Governance and Decision Making, Adaptation (mostly finance related) and Improving Understanding of Climate Change themes, fewer documents could be found relating to Partnerships and Cooperation and Mitigation. Planning and progress reports exist for Governance and Cooperation, however they are limited for other areas of the PIFACC. There was an absence of overarching documents explaining the progress of PIFACC objectives through project performance.

The analysis of documents against the PIFACC themes also highlighted gaps in thematic reporting and strategic planning across the PIFACC themes. For example, some documents available through SPREP could not be located on the Pacific Climate Change Portal (PCCP) and, in some cases, the classification of document and project information under the PIFACC themes was inconsistent resulting in search results not locating all relevant documents and projects for particular themes. The document analysis also identified long-term structural issues that inhibited the achievement of some of the PIFACC objectives. Previous analyses of the PIFACC's performance⁴ also identify these issues, and are supported by more recent documents including newsletters, project updates, meeting minutes and technical reports. A country-based analysis of documents held on the PCCP, however, yielded interesting results that showed PIFACC themes relatively well represented in documents with a national level focus.

Findings of the Analysis

These findings are based on the outcomes of the document analysis, survey responses, and in-depth interviews.

Strong enabling environment (Themes 2 and 6)

The PIFACC is a voluntary framework, which addresses climate change issues across all 21 PICTs. In terms of **coordination and strategic oversight**, the document analysis revealed that the 2015 Regional Synthesis Report, the APAN Workshop Report, and the 2013 PCCR Meeting Minutes, each report significant improvements in coordinating and connecting national climate change responses, led by SPREP, such as the integration of climate resilience programming into national and budgetary processes through National Action Plans (NAPs) and Joint National Action Plans (JNAPs), and donors considering PIFACC objectives in their regional activities. Further work, however, is needed to increase the coordination and integration of climate change activities and frameworks across the PICTs. There is no overarching regional information that establishes the hierarchy of frameworks and programs so that connections and synergies are readily

⁴ These include the 2010 PIFACC Mid Term Review, the Regional Synthesis Report of the RFA and PIFACC, and the APAN-SPREP Monitoring and Evaluation Workshop Report.

visible, although various regional data collection processes have attempted to address these challenges (e.g. Working Arm of Climate Change (WACC⁵) and Pacific Climate Change Portal (PCCP)). Many documents indicate that the PIFACC was an effective mechanism for establishing national policies and emphasizing regional priorities, but that it was less successful in coordinating climate change responses and achieving national outcomes. A lack of ownership over the framework by PICTs was highlighted by the documents analysis.

Survey respondents also felt there had been a **significant improvement in access to climate information** since the PIFACC was implemented (Theme 2). Key successes include the establishment of the PCCP and increased climate related information across the PICTs; these responded to technological issues and inadequate coordination of information. Respondents felt that there had been a slight improvement in flexibility, which was limited by ongoing challenges in inadequate *coordination* of policy frameworks and programs, and the absence of performance reporting to understand and learn from emerging threats. Survey respondents also noted **partnerships have improved since the PIFACC was introduced** (Theme 6), but it is difficult to know how much or the extent to which the PIFACC is directly attributable.

The PIFACC has been useful in attracting funding to the Pacific, and assists in the development of project proposals, and helped bring CROP agencies together for collaboration. However, a hierarchy of climate change policy frameworks in the region seems to be absent, resulting in the PIFACC as one of a disparate variety of many other response frameworks applicable to the PICTs. **Countries also appear to be primarily addressing their own needs unilaterally with incidental or superficial reference to the PIFACC.** This continues to limit the productivity of partnerships in delivering regional objectives as the PIFACC has been unable to effectively coordinate the partnerships or reap their full potential. Supporting these survey results, the interviews noted that the lack of dedicated resources to implement the PIFACC resulted in insufficient coordination and ownership. The PIFACC also lacked institutional support; the PCCR did not provide the guidance that was required on how, for example, working groups should coordinate and how countries could address the PIFACC outcomes and indicators.

Similar crosscutting issues related to the enabling environment also emerged from the interviews, especially on knowledge management. For example, interviewees noted data access, storage and management remain issues across PICTs. Challenges with data sharing created issues for effective knowledge management under the PIFACC. Capacity issues and technical skills at the national level that have had an impact on countries' ability to collect and manage their data compounded this issue. Multiple databases and tools under the PIFACC resulted in challenges in integrating them, however, as noted, the PCCP has been a step in the right direction.

Understanding Climate Science, Impacts and Adaptation (Themes 3 and 4)

Survey respondents noted that **general awareness of climate change issues has improved since the PIFACC was introduced, although significant gaps remain to be addressed, particularly at community level** (Theme 4). Interviewees noted, in general, that awareness was still a key issue. Regional agencies have higher awareness of the PIFACC, particularly in its use as a guiding document, however, national level awareness of the PIFACC is low due to capacity, human resources (staff turnover) and communication issues. Survey responses also showed that there was a **slight improvement in the perceived use of climate information to guide livelihood decisions** (Theme 4), but "grassroots inclusion" is needed to enable communities to meaningfully apply climate information. **Training, mentoring and scholarships were a key area of improvement** towards the incorporation of climate science information in decision-making, and have **enabled the PICTs to participate and lead negotiations in key international forums** on climate change initiatives. The majority of respondents, however, felt that relevant information only reached stakeholders **sometimes**. This was supported in the interviews where the PIFACC was perceived to have

⁵ WACC has now been renamed to WARD which stands for Working Arm of the CROP Chief Executive Officers Sub Committee on Climate and Disaster Resilient Development.

relevance as a guiding document, but there is confusion around how the PIFACC can be used on a practical level. It was useful in synthesizing regional priorities, but not necessarily flexible enough to adapt to changing country priorities. This variable understanding of how the PIFACC was developed demonstrates the different perceptions held of the relevance of the document to current climate change work.

Despite issues of awareness, there has been a **positive shift in technical understanding of climate change**, with further work required in communities and in local technical expertise (Theme 3). **The capacity of technical agents to provide relevant advice to decision makers, and access to technical information has improved** due to the PCCP and initiatives by SPREP and GIZ, with gaps remaining **in the reporting and coordination of technical information**. Additional support, however, is needed to further bolster access, analysis and application of technical information. Survey respondents felt that monitoring and evaluation and tracking and sharing lessons learned was vital to providing relevant advice in future.

The document analysis also showed clearly that since the PIFACC began, the **range and quality of technical data has increased significantly**, however the coordination, longevity and storage of this data remains a challenge. Although most countries generate and store data, often the data is incomplete, only partially digitised, or out of date. Since the implementation of the PCCP, the ability to access climate data has improved considerably, but is dependent upon the PCCP being updated. The PCCP also faces the challenge of data sharing between organisations in the Pacific, and is currently exploring Open Data technologies to address this. Technical data is often tied to particular projects and data collection may not continue beyond the completion of the projects. It is often also held in separate repositories of climate data in national meteorological services or other regional systems. PICTs also report that they have inadequate financial and human resources for data analysis. Country representatives have suggested that additional training is needed for data analysis, and cost effective methods of updating the country profiles in the PCCP are required to ensure online information is current.

In terms of **reporting, interviewee perceptions were that the PIFACC should link with national level reporting rather than the other way around**, because asking countries additionally to report to PIFACC, is perceived as a burden. Indeed, monitoring and evaluation through the PIFACC was viewed as a weakness due to lack of supportive reporting mechanisms, lack of incentive for countries to report, and complexity of indicators. Interviewees strongly noted that the improved use of technology was an important solution in shifting the reporting burden away from people and “onto the technology”. Tools such as the PCCP are seen as a positive step in this direction by improving technology access and use. **The document review also showed that there was little or no performance reporting undertaken against the PIFACC objectives** (supporting the Mid Term Review). The PCCP which was created in response to this review, has made climate change information more accessible, and allows projects and uploaded documents to be classified under the PIFACC themes, however, it was not designed as a reporting mechanism for the PIFACC and so reporting specifically against the PIFACC remains limited. There are also several technical issues associated with incorrect uploading and categorisation of projects. The MTR, the Regional Synthesis Report, and the Workshop report all described substantive national reporting requirements beyond those established by the PIFACC. While PICTs have established internal reporting mechanisms for performance monitoring, this information is not consistently shared regionally.

Implementing Adaptation and Mitigation (Themes 1 and 5)

Most survey respondents felt that **current adaptation and mitigation measures in the PICTs were drawing on best practice to a large extent (Theme 1)**. More data and reporting, as well as research on best practice and how it can be implemented in the PICTs is needed in order to improve the integration of best practice in the PICTs. Respondents believed that **there has been an improvement in the extent to which on ground measures address identified livelihood needs**, however the data indicates that there are **significant gaps in identifying community livelihood needs and in assessing the performance of programs in addressing them**. Most respondents felt that **current mechanisms for sharing risk and innovation were only sometimes adequate** (Theme 5), suggesting that further work may be required to develop coordinated,

collaborative modalities for sharing risks and innovation. **Community access to new technology for responding to climate risks has improved**, but significant gaps exist in ensuring that technology is appropriate to the local context. These themes are further explored in case study analyses that examine the opportunities for alignment with the PIFACC themes (see relevant section in report).

Case Studies

Three specific case study projects have been selected by SPREP as case studies to examine the PIFACC themes and trends in more detail, considering challenges, limitations, lessons learned and opportunities for enhanced performance against the PIFACC objectives and improved monitoring and evaluation mechanisms. The projects selected are the Pacific Adaptation to Climate Change Project (PACC), the USAID Adaptation to Climate Change: Choiseul project, and the Pacific Islands Greenhouse Gas Abatement through Renewable Energy Project (PIGGAREP). They are further detailed in the case study section of the report.

Pacific Adaptation to Climate Change (PACC)

PACC is a good example of how a regional project can align with the indicators and framework of the PIFACC. PACC focused on integrating regional capacity (SPREP, UNDP) with national priorities, and local communities to produce outcomes on mainstreaming, demonstration measures, and technical assistance and regional cooperation.

PIFACC was one of three frameworks that informed the development of PACC, however, although the PIFACC was a founding framework, the operationalisation of PACC did not refer to the PIFACC modalities, indicators, or reporting explicitly. This is understandable given that reporting against the PIFACC themes and indicators was voluntary. However, in many ways, PACC is a good example that demonstrates how the key themes of the PIFACC can be implemented, from local communities, to national government policy, and regional coordination. PACC successfully integrated regional planning with national priorities and capacity building, with local project demonstration and knowledge management. PACC enabled tangible action on the ground through its demonstration activities, which were on the whole, satisfactorily achieved.

In the context of the PIFACC outcomes, PACC was successful. It supported national level priorities to implement tangible on the ground adaptation measures; it enhanced technical capacity building and the integration of knowledge management to improve decision-making; and PACC was undertaken through partnership of regional agencies, international donors, and national governments.

PACC can be related substantively to nearly all of the themes in the PIFACC (excluding mitigation). It has been particularly active in addressing on the ground adaptation action, Improving understanding of climate change (technical), and Education, Training and Awareness. For example, PACC contributed very well to the PIFACC's guidance on Education, Training and Awareness especially through knowledge management.

USAID Adaptation to Climate Change: Choiseul Project

The USAID Choiseul EbA Project ties in well with the PIFACC's overall aim of ensuring that Pacific island people build their capacity to be resilient to the risks and impacts of climate change. It focuses on practical community-based adaptation measures as well as efforts to share experience and best practice on climate change adaptation. The project particularly draws upon the PIFACC themes of improving understanding of climate change (theme 3) and implementing on-the-ground adaptation measures (Theme 1). The USAID Choiseul EbA Project also inherently ties into the PIFACC themes of education and training (Theme 4), governance and decision making (Theme 2), and partnership (Theme 6), through its processes for community engagement and capacity building.

Although the PIFACC was referenced in the development of the project, the operationalisation of Choiseul EbA did not refer explicitly to the PIFACC themes, indicators, or reporting. Greater alignment could have

been achieved through use of the monitoring and evaluation (M&E) framework set out in the PIFACC 2nd Edition document, building on the existing alignment with the PIFACC themes.

The USAID Choiseul EbA project has been successful in achieving many of the PIFACC outcomes. It facilitated community based vulnerability and adaptation assessments, which helped to prioritise tangible EbA interventions to be implemented. There was also a greater focus on collaboration and capacity building within government departments, private sector and community groups. Information sharing, knowledge management and communication of the outcomes beyond the project team (i.e. at regional and international fora) were also successful results of the project.

Pacific Islands Greenhouse Gas Abatement through Renewable Energy Project (PIGGAREP)

PIGGAREP aims to remove the barriers in eleven Pacific Island Countries and Territories (PICTs) to reducing GHG emissions through the commercial provision of renewable energy (RE) for productive uses. PIGGAREP is a good example of a regional project aligned with the objectives of the PIFACC. From PIGAREP's inception, the PIFACC was taken into consideration as a guide for implementation. The different components of PIGGAREP combine to provide a comprehensive framework of mitigation activities in the Pacific region, and align particularly well with PIFACC Theme 5 (Mitigation of Global Greenhouse Gas Emissions), alongside several sectoral themes.

Activities implemented across the PICTs through PIGGAREP also relate to several other PIFACC themes including, Theme 1 (Governance and Cooperation) Theme 2 (Governance and Cooperation), Theme 4 (Education, Training and Awareness) and Theme 6 (Partnerships and Cooperation),

Several positive outcomes have occurred under PIGGAREP that support the broader objectives of the PIFACC. PIGGAREP enabled reduction in GHGs across the PICTs through the implementation of National Policies and Action Plans, increased the level of climate mitigation information and knowledge available through effective training, engagement and partnerships, and, through funding and collaboration, helped create a better market for RET.

There were challenges, however, in directly aligning PIGGAREP activities with the PIFACC Outcome Evaluation Questions (OEQs). As PIFACC reporting is voluntary, while the framework was referenced in PIGGAREP development, it was not explicitly referenced throughout the project. This is evident by the logframe being used, which does not include any indicators provided in the PIFACC 2nd Edition, nor reference to the OEQs. This is not a fault of the project itself but more likely a function of a lack of reporting requirements from the PIFACC.

Conclusions

The PIFACC was successful in setting a framework for regional climate change activities

- The PIFACC demonstrated success in articulating regional priorities and making them visible to donors, and providing a platform for the implementation of multi-country interventions (i.e. PACC and PIGGAREP). However, countries also appear to be primarily addressing their own needs unilaterally with incidental or superficial reference to the PIFACC.
- The PIFACC guided the development of national climate response frameworks and projects, primarily at their inception, provided justification to donors and the international community, and set broad level approaches to climate action in the region.
- As a guiding document for synthesizing regional priorities, the PIFACC was useful but there was confusion around how the PIFACC can be used on a practical level with insufficient flexibility. This contributed to differing views differ on whether progress can be attributed to the PIFACC itself, or more general development in the region on climate action.

The PIFACC has improved access to information and partnerships

- Access to climate information has improved since the PIFACC was implemented across the PICTs as a result of the PCCP and increased climate related information across the PICTs.
- Survey results showed a positive shift in technical understanding of climate change, although this was not reflected in the interviews.
- Partnerships have improved since the PIFACC was introduced, however, the framework lacked the ability to reap the full potential of partnerships across the region.

The role and operation of the PIFACC remains unclear despite the benefits it has delivered

- The PIFACC had considerable structural challenges in effectively responding to the variety of climate change issues across the PICTs; low levels of flexibility and responsiveness, local awareness and buy in to the framework, implementation support, communication and resources.
- There was confusion over whether the PIFACC was intended as a high level guiding document or something that could be used practically to help countries work with donors and implementing partners to develop policies and implement them locally. Continuing confusion about the PIFACC's purpose and relevance to national policies demonstrates unresolved communication and engagement challenges.

A lack of incentive to report on the PIFACC resulted in reporting challenges

- A lack of incentive to report on the PIFACC resulted in inadequate, incomplete and inaccurate reporting. Reporting mechanisms were unable to ensure that effective periodic project performance M&E and climate change reporting was completed. This contributed to insufficient climate change data and context-specific information, baselines, project performance information and lessons learned.
- The 2nd edition of the PIFACC addressed reporting challenges by creating an M&E framework with a comprehensive list of indicators. However, because the PIFACC did not stipulate mandatory reporting (and did not provide adequate mechanisms and incentive for reporting), it was not fully implemented and reporting remained inconsistent.
- Countries are collecting climate data and reporting against their national-level climate change projects and policies, but this reporting is not explicitly aligned with the PIFACC objectives and has not been effectively connected to the regional level, resulting in gaps between country and regional information and performance.
- The existing burden of reporting is seen as onerous on staff at the national level, and the addition of PIFACC reporting was perceived as overly burdensome without adequate benefits.

There were limitations in the PIFACC's alignment with existing frameworks

The PIFACC was limited in its alignment and coordination with existing national, international, and donor frameworks, and, in addition to issues of awareness of the framework over time, there was little current engagement or ownership of the PIFACC in the PICTs. This issue has a number of component parts:

1. A lack of engagement, inclusion and coordination with national level organisations and implementing partners, resulted in inconsistencies in the PIFACC's implementation. Although tangible local outcomes are a focus of the PIFACC, it does not adequately respond to community level needs in terms of *operationalisation*. As a static document, and with the PCCR only meeting every second year, it is also restricted in its capacity to effectively respond to emerging threats.
2. The PIFACC was shaped by country priorities but the climate response landscape has changed dramatically over the last ten years, especially in the context of climate science, impacts and policy.

Despite comprehensive revisions in 2009 and 2011, the PIFACC was not conceived as a living document and, therefore, remained insufficiently flexible or responsive in meeting changing country needs. The absence of an effective operational M&E system resulted in very little understanding of what was working and what was not at the regional level.

3. Countries do not see the benefit of the additional effort of PIFACC reporting so it has remained incomplete. There are three main reasons for this perceived lack of benefit: 1) it duplicates the existing reporting burden, 2) there is no financial incentive to report to the PIFACC as there is to donors, and 3) reporting was not mandatory under the PIFACC.
4. Inadequate funding for implementation of the PIFACC. Without dedicated PIFACC support and administration roles, PIFACC coordination and maintaining adequate levels of awareness and engagement was challenging. More engagement was needed, including country visits, community consultations, training and more regular PCCR meetings, initiatives that were dependent upon more financial resources than those available.

Limited capacity in the Pacific Climate Change Roundtable (PCCR) led to limited accountability

- The PCCR is useful for sharing updates and providing oversight of the PIFACC, however, it was unable to effectively coordinate PIFACC programs or provide a comprehensive regional overview of the PIFACC's performance.
- Without dedicated support roles, the PCCR had limited capacity to enhance country-level engagement, chase national performance reports, and ensure working groups met regularly and followed up on key action items, raise awareness and regularly report on the role, importance and key achievements of PIFACC initiatives at the regional level.
- Country reporting and participation in PCCR meetings was not mandatory, and the integration of the PIFACC at country levels remains inconsistent.

The Pacific Climate Change Portal (PCCP) is addressing an important gap, but not currently meeting user needs for information and reporting as effectively as it could be.

- The PCCP is an important and useful improvement in access to climate information in the PICTs and contains a broad variety of useful project information, climate data and sectoral information. Finding relevant information, however, can be challenging due to some inconsistencies in classification of available information, out of date country information, and the technical and capacity limitations experienced on some islands, such as poor internet access and capacity on reporting, respectively.
- Many active national and regional projects relate to the PIFACC themes, however, their inclusion in the PCCP has not always included accurate thematic classification. Searches in the PCCP, do sometimes, but not always, retrieve all of the relevant documents available.
- Climate data in the PICTs is drawn from a considerable variety of sources, not always available through the PCCP. The PCCP has addressed this by adding links to other data repositories, but reluctance to share national and donor data remains a considerable challenge in ensuring that the PCCP is a credible central information source for the PICTs.

Recommendations

Although there were some structural issues to the use of PIFACC, there are a number of strong opportunities to build on the lessons learned from the framework to improve future direction. As a result, in response to the findings discussed above, we make the following recommendations:

1. Build on the participatory design approach used in PIFACC for any new regional policy framework in order to identify priorities, and maximise engagement and ownership across regional, national, local community and donor organisations. This should:
 - a. **Provide clear, agreed and well-understood objectives** of what the framework is aiming to achieve from the outset.
 - b. **Provide value at the regional level** that is beyond the capacity and scope of individual PICTs to execute.
 - c. **Streamline reporting** to *assist national level capacity rather than burden it* is an essential component of improved coordination. This should include the establishment of a monitoring and evaluation framework that leverages existing country and program reporting, and generates consistent performance data.
 - d. **Include funded positions** dedicated to core delivery of outcomes.
 - e. **Ensure flexibility is built into the framework** so that it can respond to changing needs of countries.
2. **Invest political and financial capital** in collaborative governance with oversight at connected regional and national levels. Including:
 - a. **Effective establishment of technology and frameworks for reporting** is essential to reduce burden at the country level, and to show that reporting is an integral component of improving projects and programmes rather than a tick box exercise
 - b. **Clearly defined roles and responsibilities** for countries, country focal points, SPREP, and PCCR.
3. Enhance community level engagement, including:
 - a. **Participatory approaches** to community-based needs assessments, program design, and updates on the implementation and success of community based programs.
 - b. **Extend community awareness** programs to enhance understanding of climate change issues.
4. **Increased capacity and training related to** data collection, reporting, analysis and application, increased support local students participating in climate change training, mentoring and scholarships.
5. **Dedicate resources toward communication, engagement and awareness raising** to ensure that stakeholders are aware of the framework and understand its relevance to them and their work. Consider using a variety of communication tools to reach different audiences (video and animation, participatory video, photo stories related to case studies, a user-friendly website and social media) and create programmes to suit different audiences with respect to specific components of the framework.
6. Investment in **Information Communication Technology and Web-based information systems** (portals, mobile applications, computing and telecommunications) to streamline reporting, integration of national and regional platforms, and create opportunities for improved project success, and wider stakeholder buy in.
7. **Ensure recommendations from previous framework analysis are used to improve investment for regional funding administered by SPREP**, especially in the context of increasing Green Climate Fund opportunities to leverage further successful projects that have national priorities with coordinated regional approaches.

1. Background and Purpose

In 2005 the Pacific Leaders endorsed the Pacific Islands Framework for Action on Climate Change (PIFACC) 2006 to 2015. The Framework's vision is "Pacific island people, their livelihoods and the environment resilient to the risks and impacts of climate change".

The goal of the PIFACC is to ensure Pacific island people build their capacity to be resilient to the risks and impacts of climate change with the key objective to deliver on the expected outcomes under the following interlinked themes:

- Implementing tangible, on-ground adaptation measures;
- Governance and decision making;
- Improving understanding of climate change;
- Education, training and awareness;
- Contributing to global greenhouse gas reduction; and
- Partnerships and cooperation.

The purpose of this Framework is to strengthen climate change action in the region by:

- Raising awareness of climate change issues in the Pacific (for stakeholders within the Pacific and outside the region);
- Providing guidance on design and implementation of climate change measures (both national and regional);
- Providing guidance on development of national and regional sustainable development strategies, sector policies, climate change-specific policies, or their and
- Providing a framework to enable measurement of progress of climate change action in the region.

In 2011, the second edition of the PIFACC was released. This edition maintains the vision and goal of the PIFACC but considers advances in understanding of climate change issues, developments in the global and regional climate change architecture, and the experiences of Pacific Island Countries and Territories, Pacific Regional Organizations, donors and other development partners, in implementing climate change programs since endorsement of the original edition of this Framework.

This Framework is intended to inform the decisions and actions of national, regional and international partners, and promote links with, but in no way supersede, more specific regional and national policies and plans across specific sectors, including: disaster risk management, water, waste management, agriculture, energy, forestry and land use, health, coastal zone management, marine ecosystems, ocean management, tourism, and transport. ²

By strengthening climate change action in the region, this Framework aimed to assist PICTs to secure access to adequate, predictable and sustainable resources to address climate change. ³

A Mid-term Review (MTR) of the PIFACC was undertaken in 2010. Its key findings include that a number of constraints exist in the PICTs, which have influenced the achievement of the PIFACC objectives. In addition to a whole of programme evaluation, this final evaluation will build upon the conclusions made in the MTR.

1.1 Recommendations from the Mid Term Review

Below is a list of recommendations from the Mid Term Review. Further information on progress towards implementing these recommendations can be found in Section 3.

Recommendation 1

That the agreed purpose of the regional climate change policy be to:

1. Formalise a regional high-level policy and strategy for addressing climate change;
2. Provide guidance to countries and other stakeholders on regional priorities and delivery of assistance for enhancing governance, preparing relevant policies, enhancing understanding, promoting appropriate technologies and knowledge, and on detailed adaptation and mitigation strategies;
3. Advocate for improved coordination, including adoption of more integrated approaches to addressing current and anticipated climate change impacts, at all levels;
4. Indicate to development partners the highest priorities for assistance to the region;
5. Identify and guide responses to climate change that are best undertaken at the regional level; and
6. Establish and implement a framework for monitoring, reporting and evaluating the collective effort of the region to address climate change.

Recommendation 2

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

Recommendation 3

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

Recommendation 4

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

Recommendation 5

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

Recommendation 6

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

Recommendation 7

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

Recommendation 8

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

Recommendation 9

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

Recommendation 10

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

1.2 Objective of this evaluation

The aim of this evaluation is to carry out a desktop review of the progress of the PIFACC from 2006-2015 in preparation for the Pacific Climate Change Roundtable (PCCR) in May 2015.

Based on the terms of reference for the review, the specific objectives of the evaluation are to:

- Provide an evidence based and expert evaluation and analysis of progress towards achieving the 'Outcome Evaluation Questions', drawing on project achievements against the PIFACC outputs and outcomes (and indicators where most relevant).
- Highlight key lessons and other issues that may be strategically valuable in the ongoing efforts to build, and monitor and report on, climate resilience in the region. ☐

The full Terms of Reference (ToR) for the evaluation can be found in Annex 1.

1.3 Scope

This review considers the extent to which the PIFACC objectives have been fulfilled. It considers policy and project documents, progress reports and technical reports during the period of PIFACC implementation 2006-2015, as well as the perceptions of key stakeholders and representatives captured through an online survey and in-depth interviews. The findings here aim to show lessons learned from the PIFACC, and contribute recommendations for future regional frameworks. As a result, we aim these outcomes to tacitly inform the Strategy for Climate and Disaster Resilient Development in the Pacific (SRDP), although it was not in the remit of this piece of work to directly align with SRDP principles and action.

2. Methodology

2.1 Evaluation Objectives

As stipulated in the Terms of Reference (ToR), this evaluation is based on the Outcome Evaluation Questions (OEQs) from the second edition of the PIFACC. These questions align with the six key PIFACC themes as summarised in Table 1 below.

Table 1: The PIFACC Outcome Evaluation Questions

Group	Theme	Questions
STRONG ENABLING ENVIRONMENT	2. Governance and Decision Making	Do formal organisations have access to relevant climate information and knowledge in guiding policy and decision making?
		Are formal organisations and their policies/plans flexible in their decision making processes in responding to new threats posed by climate-related changes?
	6. Partnerships and Cooperation	Are established partnerships delivering:
		i) improved financial coordination in adaptation and mitigation activities?
		ii) enhanced international advocacy?
UNDERSTANDING CLIMATE SCIENCE, IMPACT AND ADAPTATION	3. Improving understanding of climate change (technical)	iii) improved delivery of country focused outcomes?
		Has technical understanding of climate change improved?
		Can technical staff readily access, store and retrieve climate science information?
		Has the capacity of technical agents to provide guidance and advice to the government and private agencies increased?
	4. Education, Training and Awareness	To what extent do the ministries communicate, interact and share information and knowledge with local informal organisations/institutions over issues of climate vulnerability/hazard/change?
		Has community awareness of climate change increased?
		What climate-related information do individuals use to guide their livelihood practices?
		Are training, monitoring and scholarship programs leading to increased capacity to incorporate climate information in decision making process in the government and the private sector?
IMPLEMENTING ADAPTATION AND MITIGATION	1. Implementing tangible on-ground adaptation measures	Is relevant climate-related data reaching key stakeholders in appropriate form so that it can be used in a timely and appropriate manner?
		Are adaptation and mitigation measures drawing on best practice in climate change science, impact assessment and adaptation planning?
	5. Mitigation of global greenhouse emissions	Are on-ground adaptation measures addressing the livelihood needs of the communities in which they are implemented?
		Are there mechanisms in place to accommodate for and promote the sharing of risk and innovation?
		Do communities have access to new and improved technology needed to cope with climate-related changes?

To support the assessment of the PIFACC outcomes, the second edition of the PIFACC established a comprehensive Monitoring and Evaluation (M&E) Framework, including measures for performance and indicators, and OEQs. This framework was not fully implemented, however, and reporting against the performance indicators was not available. Instead, the PIFACC was monitored through the meetings and

working groups of the Pacific Climate Change Roundtable (PCCR), with high-level assessment against the themes rather than reporting against specific performance indicators.

As standard practice in evaluation, reconstruction of the intervention logic takes place to ensure that the evaluation questions identified are clearly linked to the objectives and intended outcomes of the intervention concerned. This process generates methodologically robust and relevant evidence of intervention impacts, and is used to develop reliable, comprehensive assessments about the fulfilment of intervention outcomes. However, as stipulated in the ToR, this evaluation was to be based on the PIFACC OEQs, and so did not include an intervention logic.

In the absence of an intervention logic to ensure that the evaluation questions were clearly linked to the PIFACC objectives, this evaluation was also, therefore, informed by international best practice under the OECD DAC Evaluation Principles (See Table 2).⁶ These principles provide general parameters for effective program evaluation and were applied to identify overarching structural and performance issues affecting the achievement of the PIFACC objectives.

The inclusion of OECD DAC principles complements the existing PIFACC OEQs, and helps to mitigate the absence of data from the monitoring and evaluation framework. In particular, the principles helped to identify key themes in the document analysis where reporting against the monitoring and evaluation performance indicators was unavailable, and to inform the in-depth interview questions. The PIFACC OEQs were used to design a comprehensive online survey. The combination of the PIFACC OEQs and the OECD DAC principles helped to ensure that the evaluation yielded the most reliable and comprehensive performance analysis possible.

Table 2: OECD DAC Evaluation Principles

OECD DAC Evaluation Principles	
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. In other words, is the intervention fit for purpose?
Effectiveness	The extent to which the development intervention's objectives were achieved, taking into account their relative importance. Also used as an aggregate measure of the merit or worth of an activity, i.e. the extent to which an intervention has attained its major relevant objectives efficiently in a sustainable fashion and with a positive institutional development impact.
Efficiency	Efficiency measures the qualitative and quantitative outputs in relation to the inputs. It is an economic term which signifies that the aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted.
Impact	The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators. The examination should be concerned with both intended and unintended results and must also include the positive and negative impact of external factors, such as changes in terms of trade and financial conditions.
Sustainability	Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.

⁶ OECD DAC Criteria for Evaluating Development Assistance, online at <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

2.2 The Evaluation Process

The evaluation of the PIFACC 2006-15 comprised three phases: an initial inception phase, a consultation phase, and a final synthesis stage.

Inception Phase

During the Inception Phase, SPREP was consulted to confirm the deliverables and key objectives of the evaluation, access documents and project information, and confirm interview and survey participants. A comprehensive review of existing documents relating to the PIFACC was also undertaken.

Consultation Phase

During the Consultation Phase, a mixed methods survey was designed and disseminated, and in depth interviews were conducted with key climate change representatives across the PICTs. Three case studies were prepared, and a review of the PCCP Database was completed.

Synthesis Phase

The final stage of the evaluation comprised the synthesis of collected data, the preparation of a draft report and recommendations, and the preparation of the Final Report.

2.3 Data Collection

This evaluation used a variety of mixed method approaches to gather rich data about the PIFACC's performance.

Document Review

A comprehensive document review was carried out to assess contextual and performance information on the operation of the PIFACC. The findings of the document review highlighted a number of structural issues, in addition to successes, affecting the achievement of the PIFACC objectives, which informed the design of the survey and interviews, as well as the case study analyses.

Online Survey

A detailed online survey was designed based on the 15 PIFACC OEQs. Comprised of both closed and open-ended questions, it was disseminated to over 130 climate change representatives across the PICTs and generated both quantitative and qualitative data.

Interviews

Ten in depth interviews with senior climate change specialists were conducted via telephone and Skype. Rather than repeat the survey questions, these interviews were designed to yield detailed qualitative data on emerging trends identified in the survey responses and document analysis. Framed around these emerging trends, the interviews generated rich descriptive perceptions from stakeholders about the overarching successes, challenges and obstacles of the PIFACC's performance.

Case Studies

Three detailed case studies were undertaken to assess the PIFACC themes and trends in more detail, considering challenges, limitations and opportunities for enhanced project performance and alignment with the PIFACC objectives and improved monitoring and evaluation mechanisms. The Pacific Adaptation to Climate Change project (PACC), USAID Adaptation to Climate Change: Choiseul project, and the Pacific Islands Greenhouse Gas Abatement through Renewable Energy project (PIGGAREP) were selected by SPREP as key examples of the PIFACC related projects with cross cutting themes, including Adaptation, Mitigation, Improving Understanding of Climate Change and Governance and Decision Making.

2.4 Limitations

The desk based nature of this assignment, as well as the limited timeframe to undertake the evaluation and resources to promote and raise-awareness of the evaluation contributed to a limited number of interviews and survey responses. While extensive efforts were made to achieve engagement with key stakeholders and the data collection period was extended to allow for additional responses, the time available resulted in fewer survey and interview responses than planned.

The evaluation was also limited in its capacity to measure impact due to the absence of baseline data and performance reporting across the PIFACC objectives. As a result, this evaluation focuses on perceptions of the PIFACC's performance, and was informed by an analysis of existing PIFACC related documents, reviews and projects.

Due to the size of the survey sample and the number of interviews, the findings are indicative only, and cannot be generalised. However, the cohort of experts selected for surveys and interviews, and quality of answers provided in interviews, means that this is a selective and informed analysis of PIFACC progress. It is therefore intended that these findings be used to inform upcoming discussions at the PCCR, and to provide recommendations to support the development of an operational monitoring and evaluation framework for the succeeding regional Strategy for Climate and Disaster Resilient Development in the Pacific (SRDP).

3. Progress Against the Mid Term Review Recommendations

Applying the analysis from the document review and findings from the surveys interviews and case studies, the following assesses progress against the recommendations of the Mid Term Review (MTR). Additional detail on the performance of these recommendations is discussed in the Document Analysis, the Survey and Interview Findings, and the Case Studies in the report. Highlights of these results are detailed here and in Table 3 below.

One clear area where the PIFACC has progressed following the MTR is in formalizing a regional high-level policy and strategy for addressing climate change. This includes providing guidance to countries and other stakeholders on regional priorities and delivery of assistance for enhancing governance, preparing relevant policies, enhancing understanding, promoting appropriate technologies and knowledge, and on detailed adaptation and mitigation strategies; and indicating to development partners the highest priorities for assistance to the region.

The PIFACC has also progressed in advocating for improved coordination, however, there have been mixed achievements in adopting integrated approaches to addressing current and anticipated climate change impacts. It was recommended that the PIFACC establish and implement a framework for monitoring, reporting and evaluating the collective effort of the region to address climate change. An M&E framework has been established but not fully implemented.

With the second edition of the PIFACC, a more accessible and reader-friendly guide was established to create better relevance to countries, regional and international organizations and donors. As recommended, the guide includes specific principles that can help shape responses to climate change in the Pacific islands region, and links to other relevant regional policies rather than trying to be overly inclusive. It was also recommended that in developing the guide, the implementation of the PIFACC and the Regional Disaster Risk Reduction and Disaster Management Framework for Action should be harmonized. This harmonization is well underway and will be achieved with the implementation of the new combined Strategy for Climate and Disaster Resilient Development in the Pacific (SRDP).

There has been mixed achievement in strengthening the identification and implementation of strategies that relate to addressing climate change at the regional level. The recommendation that the regional actions required to implement the PIFACC and report on its progress be reflected in the work programmes of the relevant CROP agencies and relevant organizations has been somewhat achieved as CROP and other agency work programs are largely compatible with the PIFACC, but do not necessarily contribute directly to PIFACC objectives.

Table 3: Progress against the recommendations from the 2010 Mid Term Review

PIFACC Mid Term Evaluation Recommendations	Progress to Date
1 That the agreed purpose of the regional climate change policy be to: (i) formalize a regional high-level policy and strategy for addressing climate change; (ii) provide guidance to countries and other stakeholders on regional priorities and delivery of assistance for enhancing governance, preparing relevant policies, enhancing understanding, promoting appropriate technologies and knowledge, and on detailed adaptation and mitigation strategies; (iii) advocate for improved coordination, including adoption of more integrated approaches to addressing current and anticipated climate change impacts, at all levels; (iv) indicate to development partners the highest priorities for assistance to the region; (v) identify and guide responses to climate change that are best undertaken at the regional level; and (vi) establish and implement a framework for monitoring, reporting and evaluating the collective effort of the region to address climate change.	Achieved Achieved Advocacy achieved, with mixed achievement of integrated approaches Achieved Partial Achievement M&E Framework established but not fully implemented.

2	The PIFACC should supported by a more accessible and reader- friendly guide that is relevant to the countries, the regional and international organizations and the donors that provide assistance to them, analogous to the example of the booklet describing the Pacific Islands Disaster Risk Reduction and Disaster Management Framework for Action.	Achieved with the PIFACC 2nd Edition.
3	The PIFACC Guide should indicate and elaborate the linkages with other relevant regional policies rather than trying to be overly inclusive.	The PIFACC indicates linkages
4	The strengthened approach should involve identification and implementation of strategies that relate to addressing climate change at the regional level.	Mixed achievement
5	That the regional actions required to implement the PIFACC and report on its progress be reflected in the work programmes of the relevant CROP agencies and relevant regional and international organizations.	CROP and other agency work programs are largely compatible with the PIFACC, but do not necessarily contribute directly to the PIFACC objectives
6	That the PIFACC Guide includes specific principles that can help shape responses to climate change in the Pacific islands region.	Achieved
7	That the preamble in the PIFACC Guide includes more detailed historical and institutional contexts as well as a current overview of the consequences of climate change for the region.	Achieved and relevant when the PIFACC 2nd Edition was published in 2011.
8	Preparation of the PIFACC Guide should be used as an opportunity to harmonize implementation of the PIFACC and the Regional Disaster Risk Reduction and Disaster Management Framework for Action, and for signaling to countries and their development assistance partners that integration of policies and work programmes related to disaster risk reduction and climate change adaptation is both practicable and highly desirable.	Harmonisation work has begun and will be achieved with the implementation of the new combined regional framework.
9	That organisational arrangements, including the PCCR, and associated support be strengthened in order to achieve more effective and efficient implementation and monitoring of the PIFACC.	Support has improved, but more support is needed to ensure effective reporting and coordination
10	That the proposed PIFACC monitoring and evaluation framework be approved, with the regional-level reporting and evaluation being implemented and funded as part of the SPREP work programme.	All PICTs signed onto the PIFACC. Further support needed to ensure effective regional reporting.

4. Document Review

To inform the evaluation, a document analysis was undertaken to identify documents, which provided contextual and performance information on the operation of the PIFACC. Using the Pacific Climate Change Portal (PCCP) and the projects database on the portal, and through the provision of documents by SPREP, more than 50 documents were identified including program and project reports, review, workshop and synthesis reports, meeting minutes and newsletters, and technical reports.

Documents were collated into an analysis matrix and assessed against the six key themes of the PIFACC. The matrix was used to identify the purpose, key points and findings of each document and categorise them across the PIFACC themes. While many documents available through the document search function of the portal related to the Education, Governance and Decision Making, Adaptation (mostly finance related) and Improving Understanding of Climate Change themes, fewer documents could be found relating to Partnerships and Cooperation. Planning and progress documents exist for Governance and Cooperation, however they are limited for other areas of the PIFACC.

While program and project level documents for the PIFACC themes were available, there were challenges in establishing direct links between those documents and the PIFACC themes. In particular, there was an absence of overarching documents explaining the progress of the PIFACC objectives through project performance. For example, the PACC and PIGGAREP projects are two large regional projects, both implemented during PIFACC. While there are strong links between the PIFACC themes and PACC and PIGGAREP outcomes, it is difficult to align the projects with the PIFACC's Outcome Evaluation Questions (OEQs) due to a lack of standardised reporting (see section 7 on Case Studies for further details). The two-yearly Pacific Climate Change Roundtable (PCCR) meeting reports and working papers consider overall performance of the PIFACC, including project progress updates and implementation issues. While these documents provided a useful insight into emerging issues and trends, links to the PIFACC objectives and its performance were not always clear.

The analysis of documents against the PIFACC themes highlighted gaps in thematic reporting and strategic planning across the PIFACC themes. While in some cases documents were available through SPREP, they had not been uploaded onto the PCCP or the projects database, and, therefore, could not be located through the PCCP. In addition, the classification of document and project information under the PIFACC themes was inconsistent, resulting in search results that did not locate all relevant documents and projects for particular themes.

The analysis also identified long-term structural issues that inhibited the achievement of some of the PIFACC objectives. Previous analyses of the PIFACC performance⁷ also identify these issues, and are supported by more recent documents including newsletters, project updates, meeting minutes and technical reports. The key overarching structural themes are discussed below, and include:

- Reporting
- Data access, use and quality
- Coordination and Strategic Oversight
- Relevance

4.1 Reporting

The 2010 PIFACC Mid Term Review (MTR) found that little or no performance reporting had been undertaken against the PIFACC objectives.⁸ Although reporting against the PIFACC themes to the PCCR was not mandatory, the absence of reporting made it very difficult to assess the PIFACC's performance, and also

⁷ These include the 2010 PIFACC Mid Term Review, the Regional Synthesis Report of the RFA and PIFACC, and the APAN-SPREP Monitoring and Evaluation Workshop Report.

⁸ Hay, J (2010) PIFACC Mid Term Review, p.3, 18.

contributed to challenges in implementation. In response to the findings of the MTR, the Pacific Climate Change Portal (PCCP) was launched in 2012, with Country Profiles used as a ‘tool for monitoring and evaluation’⁹ and as a mechanism for sharing regional and national climate change activities and outputs.

While the establishment of the PCCP has made climate change information more accessible, it was not designed or operationalized as a reporting mechanism for PIFACC. As a result, the country profiles available on the PCCP include different data sets and varying levels of data currency: for example, country profiles for Kiribati and the Cook Islands are dated 2011, while the Niue profile is undated, and the profiles for Papua New Guinea and Samoa were updated in 2013. The PCCP was designed with the capacity to classify projects and uploaded documents under the PIFACC themes, however searches for project and sectoral documents reveal that the PIFACC alignment is inconsistent. For example, a search in the project database for ‘Partnerships’ locates 16 projects, with only one project, the Global Climate Change Alliance: Pacific Small Island States, shown as active.¹⁰ It is clear that there are many more active projects relevant to the PIFACC partnerships theme, but that they may not have been accurately classified. Similarly, the PCCP information page for the USAID Adaptation to Climate Change Project in Choiseul contains no information about PIFACC themes or how the project aligns with them, despite this project being an important regional example of successful adaptation measures.¹¹

A similar challenge with document alignment with the PIFACC was noted in the APAN SPREP 2010 Monitoring and Evaluation Workshop Report. The report noted that project and country performance is being recorded, but that existing reporting on projects (to various and different donors depending on individual project requirements) is not necessarily aligned with the PIFACC themes.¹² The MTR, the Regional Synthesis Report, and the Workshop report all described substantive national reporting requirements beyond those established by the PIFACC. While PICTs have established internal reporting mechanisms for performance monitoring, this information is not consistently shared regionally. The Workshop Report acknowledges that some countries view the PIFACC reporting as duplication and that although up to date Country Profiles were a valuable resource, limited resources were available to update them.¹³

In the absence of complete national level reporting, the PIFACC has been unable to fulfil the monitoring and evaluation (M&E) recommendations made by the MTR. Central to the recommendations was the preparation of overarching performance reviews prepared by SPREP and presented to the PCCR as part of the PIFACC M&E framework,¹⁴ a process dependent upon the timely submission of national reports by each of the PICTs. Without these reports, it is difficult to assess the overall performance of the PIFACC according to its specified indicators and outcomes.

4.2 Data access, use and quality

Countries and organisations report that reliable, up to date data is vital for policy development, decision-making and effective coordination of resources.¹⁵ While progress has been made in data access and storage, gaps in quality and analysis remain across the PICTs.¹⁶

Although most countries generate and store data, often the data is incomplete, only partially digitised, or out of date.¹⁷ As previously identified by the MTR the absence of baseline data for climate information and

⁹ (2010) APAN SPREP Monitoring and Evaluation Workshop Report, p 5.

¹⁰ Pacific Climate Change Portal Project Database search, online at http://projects.pacificclimatechange.net/project-search?body_value=&field_project_pifacc_tid%5B%5D=556&term_node_tid_depth=All&field_project_country_tid=All&field_project_dates_value%5Bvalue%5D%5Byear%5D=&field_project_status_tid=All&field_project_implement_agency_tid=&field_project_dev_partner_tid=&field_project_donors_tid=

¹¹ USAID Adaptation to Climate Change Project: Choiseul Information page, PCCP, online at <http://projects.pacificclimatechange.net/projects/usa-id-adaptation-climate-change-choiseul-solomon-islands>

¹² (2010) APAN SPREP Monitoring and Evaluation Workshop Report, p 10.

¹³ *Ibid.*

¹⁴ Hay, J (2010) PIFACC Mid Term Review, p 18.

¹⁵ PCCR Meeting Minutes 2013, p 14.

¹⁶ Hay, J (2010) PIFACC Mid Term Review, p 11, 17-18.

¹⁷ Asia Pacific Adaptation Network (APAN) SPREP Workshop on Monitoring and Evaluation of PIFACC, 2014, p 15-16.

programs continues to present challenges for PICTs and donors alike.¹⁸ Since the implementation of the PCCP, the ability to access climate data has improved considerably, but is dependent upon the PCCP being updated. At time of writing (April 2015), the most recent Climate Update on the PCCP was November 2013.¹⁹ The PCCP also faces the challenge of data sharing between organisations in the Pacific but is currently exploring Open Data technologies to address this.

Since the PIFACC began, the range and quality of technical data has increased significantly, however the coordination, longevity and storage of this data remains a challenge. A key consideration during the design of the PCCP was that it was tailored to Pacific needs and had a clear and user-friendly format,²⁰ however it seems that both the organisation of and access to data remain problematic. Technical data is often tied to particular projects and data collection may not continue beyond the completion of the project.²¹ There are also many separate repositories of climate data, including Pacific Climate Futures, SimCLIM 2013, and PACLIM, as well as data from National Meteorological Services,²² making it difficult to ascertain where to locate data for particular uses. To assist in maintaining data continuity, the PCCP has responded to these additional sources by providing a “Related Links” section.

PICTs also report that they have inadequate financial and human resources for data analysis,²³ presenting a significant challenge for the application of the data that is available. At the 2013 PCCR Meeting, John Mara explained that in order for data to be useful in decision making, it needed to be translated for particular sectors and delivered by trusted messengers through established pathways.²⁴ Documents assessed for this evaluation indicate that the translation, communication and application of data remain a challenge for the PICTs. SPREP reports that this issue is currently being considered through the PCCR Knowledge Management Working Group, and the establishment of Cospac and the Pacific Meteorological Council (PMC), which focus on training Meteorological officers for climate data interpretation.

Key issues to address in the future include the establishment of consistent baseline data, the sharing of national data, and addressing gaps in data collection, monitoring and access.²⁵ In addition, country representatives have suggested that additional training is needed for data analysis, and cost effective methods of updating the country profiles are required to ensure online information is current.²⁶ The Pacific iCLIM project currently being implemented by SPREP, Griffith University and three pilot countries, Fiji, Tonga and Vanuatu, are working to improve data and information sharing practices by providing nationally-tailored seasonal climate prediction information.²⁷

4.3 Coordination and Strategic Oversight

The PIFACC is a voluntary framework,²⁸ which addresses climate change issues across all 21 PICTs.²⁹ The region is culturally and geographically diverse, and comprises climate response initiatives from a broad range of donors including the UNDP, USAid, Oxfam, EU Aid, GIZ, and Australian Aid, as well as other national and international climate change response frameworks.³⁰ The PIFACC is intended to ‘inform the

¹⁸ Regional Synthesis Report 2015, p 34.

¹⁹ Pacific Climate Change Portal, Climate Updates, Online at <http://www.pacificclimatechange.net/index.php/eresources/climate-updates?limitstart=0>

²⁰ Pacific Climate Change Roundtable (2011), Knowledge Management Working Group Report, p 6.

²¹ Some projects include SPC GeoNode, SPC GeoNetwork, Pacific Islands Global Ocean Observation Systems, South Pacific Sea Level and Climate Monitoring Project and Pacific Sea Level Monitoring. Regional Synthesis Report 2015, p 31-32.

²² 2014 APAN SPREP M&E Workshop on PIFACC, p 15.

²³ PCCR Meeting Minutes 2013, p 5.

²⁴ John Mara (NOAA, NIWA, BOM), PCCR Meeting Minutes 2013, p 14.

²⁵ Regional Synthesis Report 2015, p 34-35.

²⁶ Asia Pacific Adaptation Network (APAN) SPREP Workshop on Monitoring and Evaluation of PIFACC, 2014, p 16.

²⁷ Pacific Climate Change Portal, Republic of Korea: Climate Prediction Services Project information page, online at <http://projects.pacificclimatechange.net/projects/republic-korea-pacific-islands-climate-prediction-services-project>

²⁸ APAN SPREP Workshop Report 2014, p 6.

²⁹ PIFACC Second Edition (2011) p 8.

³⁰ Country Profiles, Project documents including from the Pacific Adaptation to Climate Change Project, the USAID Pacific Adaptation to Climate Change Project, and the Pacific Islands Greenhouse Gas Abatement Through Renewable Energy Project. The PICTs are also covered by the United

decisions and actions of national, regional and international partners' and promote productive partnerships;³¹ a mandate of considerable thematic and operational complexity.

Since the PIFACC was first adopted in 2005, SPREP has acted as the coordinating body for the PIFACC's activities and as the Secretariat for the PCCR.³² The 2015 Regional Synthesis Report, the APAN SPREP Workshop Report and the 2013 PCCR Meeting Minutes each report significant improvements in coordinating and connecting national climate change responses, led by SPREP. Coordination achievements include the integration of climate resilience programming into national and budgetary processes through National Action Plans (NAPs) and Joint National Action Plans (JNAPs),³³ and donors considering the PIFACC objectives in their regional activities.³⁴

The PCCR meets every two years, where the findings of its six working groups, Knowledge Management, Resources, Adaptation and Mitigation, Resources, and Loss and Damage are presented. These working groups make important recommendations for focus areas and pilot projects, such as the 2013 Nauru case study on Climate Finance Assessment.³⁵ In addition, SPREP and other partner organisations produce a range of climate related newsletters that are published online.³⁶ In particular, the monthly SPREP Climate Change Matters Newsletter provides an interesting snapshot of regional issues and progress updates.³⁷

Despite these improvements, further work is needed to increase the coordination and integration of climate change activities and frameworks across the PICTs.³⁸ Both the PCCP and the SPREP webpages demonstrate that information on many climate change response initiatives and frameworks is siloed, tied to particular countries or programs, and does not explicitly reference the PIFACC objectives. There is no overarching regional information that establishes the hierarchy of frameworks and programs so that connections and synergies are readily visible. SPREP reports that the Working Arm of Climate Change (WACC³⁹) matrix and Pacific Climate Change Portal (PCCP) have attempted to address these challenges and this will be reflected in the PCCP reporting component of the PIFACC.

Although most national climate change policies and action strategies are consistent with the PIFACC themes, reporting on performance against specific PIFACC objectives is largely absent. While national country priorities informed the design of the PIFACC, and in some cases the PIFACC has informed national systems, country updates are insufficiently aligned with the PIFACC objectives to enable easy understanding of the role and impact of the PIFACC in specific outcomes. As a result, although national policies and action plans may be consistent with broad PIFACC themes, attributing certain projects, activities, and outcomes to specific themes is challenging. While the PCCR meets every two years, PICTs have not provided periodic performance information because this is not mandatory, making it very difficult for SPREP to assess both national and regional performance, identify areas for priority focus, and maximise the coordination of joint efforts. It is also unclear from the available PCCR meeting documents the extent to which key issues raised and action items are followed up, and to what extent countries and organisations are accountable for their performance.⁴⁰ While the PIFACC 2nd Edition establishes a very detailed

Nations Development Assistance Framework (UNDAF), online at

http://www.pacific.one.un.org/index.php?option=com_content&task=view&id=149&Itemid=207.

³¹ PIFACC Second Edition (2011) p 3.

³² PIFACC Second Edition (2011) p 5.

³³ SPREP (2013) JNAP Development and Implementation in the Pacific: Experiences, Lessons and Way Forward, online at

<http://www.pacificclimatechange.net/index.php/eresources/documents?task=view&id=900&catid=0>

³⁴ Regional Synthesis Report 2015, p 26.

³⁵ Pacific Climate Change Finance Assessment: Nauru Case Study 2013, online at

<http://www.pacificclimatechange.net/index.php/eresources/documents?task=view&id=905&catid=124>

³⁶ These include USAID, SPC and national publications from Fiji and Samoa, accessed through the PCCP. Online at

<http://www.pacificclimatechange.net/index.php/eresources/documents?task=showCategory&catid=94>

³⁷ Climate Change Matters, March 2015, online at

<http://www.pacificclimatechange.net/index.php/eresources/documents?task=view&id=1431&catid=116>

³⁸ Regional Synthesis Report 2015, p 27.

³⁹ WACC has now been renamed to WARD which stands for Working Arm of the CROP Chief Executive Officers Sub Committee on Climate and Disaster Resilient Development.

⁴⁰ PCCR meeting folder on the PCCP, online at

<http://www.pacificclimatechange.net/index.php/eresources/documents?task=showCategory&catid=227>

Monitoring and Evaluation framework, no documents are available which respond to the national or regional indicators of the PIFACC's performance.

4.4. Relevance

Many documents indicate that the PIFACC was an effective mechanism for establishing national policies and emphasising regional priorities, but that it was less successful in coordinating climate change responses and achieving national outcomes. For these reasons, questions arise about whether the PIFACC is the most effective mechanism to achieve its purpose, and whether it was sufficiently relevant to the climate change needs of the PICTs over time.

In 2010, the MTR identified that the majority of government officials did not feel the PIFACC was relevant to their national objectives, and that there was a lack of collective national ownership of the PIFACC.⁴¹ The MTR reported that all climate change stakeholders, including CROP agencies, donors and development partners as well as regional and national representatives needed to have a sense of ownership of the PIFACC and an appreciation of its importance to their work.⁴² The MTR also noted that while national frameworks were often consistent with the PIFACC, they did not necessarily result in the achievement of the PIFACC's objectives.⁴³

These sentiments are echoed more recently in the 2013 PCCR Meeting, the 2015 Regional Synthesis Report of the RFA and the PIFACC, and particularly in the 2015 APAN SPREP Monitoring and Evaluation Workshop Report, where participants alluded to the need for better alignment between their national priorities and the reporting mechanisms, data access, and governance mechanisms of the PIFACC. There appears to be a continuing disconnect between national and the PIFACC objectives, resulting in reduced ownership and engagement with the PIFACC and less investment in achieving its goals.

The voluntary nature of the PIFACC and its position as a static document may also be contributing to country perceptions that it is less relevant than national climate change policies. As a regional framework with a roundtable that meets every two years, it is less able to respond to changing national priorities and local needs than country-based frameworks.

4.5 Database analysis of country level documents in the Pacific Climate Change Portal (PCCP)

An analysis was undertaken to examine the extent to which country level reports aligned with the PIFACC themes. Documents held in the PCCP for each of the PICTs⁴⁴ were examined at a broad overview level against the six PIFACC themes. Documents that were compiled before the PIFACC was implemented were not counted. This analysis did not show whether the PIFACC explicitly guided the content of these documents, however, it did show that, in general, the majority of documents created since PIFACC has been in place related to several, or all, of the PIFACC themes (see Table 4).

Table 4: Coverage of themes in the country documents in the PCCP

Coverage of Themes	Number of documents	Percentage of total documents
None	17	8.17%
Several	101	48.56%
All	40	19.23%
Not applicable to PIFACC	50	24.04%

⁴¹ Hay, J (2010) PIFACC Mid Term Review, p 3.

⁴² *Ibid.*

⁴³ *Ibid.*

⁴⁴ Except for French Polynesia, Guam, and New Caledonia which did not have a country profile on the PCCP, and Palau, for which there were no documents available on the PCCP.

In general, there was also good coverage of the different themes across the PICTs, with a notable, and understandable, lower percentage of documents on mitigation (see Table 5).

Table 5: Total amount of documents relevant to PIFACC themes across the PICTs.

Related to PIFACC Themes?	Theme - Adaptation	Theme- Governance	Theme- Climate Change Information	Theme- Education	Theme- Mitigation	Theme- Partnerships
Total Yes or likely Yes (Y?)	113	122	131	126	83	113
Total Yes or likely Yes as % of documents submitted since inception of the PIFACC	71.52%	77.22%	82.91%	79.75%	52.53%	71.52%

A full detailed analysis of these documents can be found in Appendix 1.

5. Survey Findings

The PIFACC Evaluation Survey asked participants to report their perceptions of the PIFACC's performance based on the Outcome Evaluation Questions (OEQs) established in the 2nd edition of the PIFACC. The survey assessed the OEQs with 66 questions, and was designed to measure perceptions of issues before the PIFACC and now, as well as the level of attribution which can be ascribed to the PIFACC for any changes.

The survey was open from 1-17 April 2015, and invitations to participate were sent to 133 contacts nominated by SPREP. From 133 invitees, 44 responses were received from representatives of national ministries, SPREP, donors, NGOs, education institutions and private organisations working in the PICTs.⁴⁵

Due to the limited pool of respondents and the absence of baseline data for the evaluation questions, the findings cannot be generalised and trends in **responses should be considered indicative only**. Box 1 shows the summary of key findings, followed by more analysis.

BOX 1: Summary of Key Findings⁴⁶

Theme 2: Governance and Decision Making

*Respondents felt there had been a **significant improvement in access to climate information** since the PIFACC was implemented.*

Key successes include the establishment of the Pacific Climate Change Portal (PCCP) and increased climate related information across the PICTs, which technological issues and inadequate coordination of information were areas for further improvement. Respondents felt that there had been a **slight improvement in flexibility**, which was limited by ongoing challenges in inadequate coordination of policy frameworks and programs, and the absence of performance reporting to understand and learn from emerging threats.

Theme 6: Partnerships and Cooperation

***Partnerships have improved since the PIFACC was introduced**, but it is difficult to know how much or the extent to which the PIFACC has directly improved them.*

A hierarchy of climate change policy frameworks seems to be absent, resulting in the PIFACC as one of a disparate variety of many other response frameworks applicable to the PICTs. **Countries appear to be primarily addressing their own needs unilaterally with incidental or superficial reference to the PIFACC**, and this continues to limit the productivity of partnerships in delivering regional objectives.

***The PIFACC has made valuable improvements in partnerships**, but **has been unable to effectively coordinate regional partnerships or reap their full potential**.*

⁴⁵ The survey participants included representatives from 34 organisations. A full list is provided in Appendix 2.

⁴⁶ Note: the themes are not necessarily in order because they follow the order of the outcome evaluation questions stipulated in PIFACC.

Theme 3: Improving Understanding of Climate Change (Technical)

*There has been a **positive shift in technical understanding of climate change**, with further work required in communities and in local technical expertise.*

Access to technical information had certainly improved due to the PCCP and initiatives by SPREP and GIZ, with gaps remaining **in the reporting and coordination of technical information**.

The capacity of technical agents to provide relevant advice to decision makers has improved, but additional support is needed in the access, analysis and application of technical information. Respondents felt that **monitoring and evaluation**, and tracking and sharing lessons learned, was vital to providing relevant advice in future.

Theme 4: Education, Training and Awareness

***General awareness of climate change issues has improved since the PIFACC was introduced**, although significant gaps remain to be addressed, particularly at community level.*

There was a **slight improvement in the perceived use of climate information to guide livelihood decisions**, but “grassroots inclusion” is needed to enable communities to meaningfully apply climate information.

Training, mentoring and scholarships were a key area of improvement towards the incorporation of climate science information in decision-making, and have **enabled the PICTs to participate and lead negotiations in key international forums** on climate change initiatives.

The majority of respondents felt that relevant information only reached stakeholders **sometimes**.

Theme 1: Implementing Tangible, on-ground Adaptation Measures

*Most respondents felt that **current adaptation and mitigation measures in the PICTs were drawing on best practise to a large extent**.*

More data and reporting, as well as research on best practice and how it can be implemented in the PICTs is needed in order to improve the integration of best practice in the PICTs. Respondents believed that there has been an improvement in the extent to which on ground measures address identified livelihood needs, however the data indicates that there are significant gaps in identifying community livelihood needs and in assessing the performance of programs in addressing them.

Theme 5: Mitigation of Global Greenhouse Emissions

*Most respondents felt that **current mechanisms for sharing risk and innovation were only sometimes adequate**, suggesting that further work may be required to develop coordinated, collaborative modalities for sharing risks and innovation. **Community access to new technology for responding to climate risks has improved**, but significant gaps exist in ensuring that technology is appropriate to the local context.*

5.1 Detailed Findings

Theme 2: Governance and Decision Making

OEQ 1: Do formal organisations have access to relevant climate information and knowledge in guiding policy and decision-making?

Respondents felt that there had been a significant improvement in access to relevant climate **information** since the PIFACC was implemented. 97% of respondents felt that current access to information was moderate or high, and all respondents reported that available information was sometimes or mostly relevant.

Key **successes** included the establishment of the PCCP, increased climate related information across the PICTs, and ability to access climate information through other countries. While respondents felt that the PIFACC has improved access to information, however, a number of gaps remain. Participants commented that available information is not adequately coordinated, and sectoral information remained distinct from regional access points such as the PCCP. Although there is a donor directory, some noted that it is hard to use:

“For access to information on climate change policies, finance, etc. it is still required [sic] to go to individual organisations, the Portal is not comprehensively cross referencing such information in a user friendly manner.”

Respondents also mentioned other **issues limiting access**, notably technology: “Many small islands have very slow internet connection making it difficult to access information”. One senior respondent also explained that access was also limited because “Information in the Pacific is closely guarded... the PIFACC has done nothing to improve this situation.”

OEQ 2: Are formal organisations and their policies/plans flexible in their decision-making processes in responding to new threats posed by climate-related changes?

Respondents felt that there had been a **slight improvement in flexibility** since the implementation of the PIFACC, and a significant majority of respondents believed that the PIFACC had influenced this change. Barriers to further improvement included **inadequate coordination of frameworks** and policies addressing climate threats and the **absence of performance reporting** which would enable the PICTs to share lessons learned and make adjustments for emerging threats. One respondent noted that: “There are now more levels of administration (nationally and regionally) with no tangible impact on coordination”.

Theme 6: Partnerships and Cooperation

OEQ 3(i): Are established partnerships delivering improved financial coordination in adaptation and mitigation activities?

Established partnerships are perceived to be delivering better financial coordination since the PIFACC, and 78% of respondents felt that the PIFACC had contributed to this improvement. 31% of respondents thought that the PIFACC had saved their organisations money, and provided a variety of examples of cost saving measures including through “upscaling and replicating” projects such as PACC, through coordinating “Joint workshops and meetings, documents and strategies, rather than multiple ones or working in silos,” and utilising the support of regional technical officers rather than “expensive international consultants.”

OEQ 3(ii): Are established partnerships delivering enhanced international advocacy?

The data indicates a moderate improvement in perceived international advocacy since the PIFACC, including successes in negotiation training, the Pacific Climate Change Roundtable (PCCR), involvement with the UNFCCC, Green Climate Fund, and the High Level Segment Mechanism. Key areas for improvement included the misalignment of country priorities and those of SPREP and the PIFACC, the absence of progress reporting and monitoring of regional goals, and the PICTs continuing to present “weak positions on critical matters” during international negotiations.

OEQ 3(iii): Are established partnerships delivering improved delivery of country-focused outcomes?

There was a moderate improvement of perceived achievement of country outcomes thanks to partnerships, although it is difficult to measure how much of this improvement can be attributed to the PIFACC. As one senior Ministerial officer concluded, “Partnerships have progressed well in Samoa, despite that fact that I have not seen the PIFACC before.”

Respondents felt, however, that the PIFACC had played an important role in providing mechanisms for dialogue on climate change issue, and that it was a useful platform for engaging with development partners development partners who “may prefer regional” rather than country-based engagement in the PICTs.

Areas for further improvement included that low levels of national engagement with the PIFACC had not changed since the Mid Term Review (MTR).

Suggestions for improvement included enhanced and more frequent monitoring and evaluation mechanisms, better engagement with communities and national representatives, and coordination of national and regional objectives.

Theme 3: Improving Understanding of Climate Change (Technical)

OEQ 4: Has technical understanding of climate change improved?

Respondents felt that "there was certainly a huge improvement" in technical climate change science and praised the contributions of SPREP and the Pacific Climate Change Program. However, technical expertise, particularly for data analysis remains "very small and restricted to certain countries" and further work was required to address low levels of technical understanding in communities.

OEQ 5: Can technical staff readily access, store and retrieve climate science information?

Respondents felt that the capacity of technical agents to access, store and retrieve technical climate data had greatly improved since the PIFACC, when access was more "ad hoc and piecemeal". Several respondents highlighted the central importance of the PCCP in improving capacity to access, store and retrieve climate science information, while others emphasised that "Information and knowledge management remains a key area of weakness" and described access to climate science information as "a work in progress".

OEQ 6: Has the capacity of technical agents to provide guidance and advice to the government and private agencies increased?

Around half of respondents felt adequately resourced to provide relevant information to government and private agencies, with further support needed to improve capacity. Suggestions included better training and access to coursework, access to "Costing and economic modelling of impacts and benefits of different [options]", "financial and technical supporting data/knowledge management programs, programs and resources for collection of traditional knowledge," and access to real time data. Several of the respondents stated that they needed access to lessons learned across the PICTs in order to provide relevant advice.

OEQ 7: To what extent do the ministries communicate, interact and share information and knowledge with local informal organisations/institutions over issues of climate vulnerability/hazard/change?

Respondents felt that ministerial engagement with local communities had improved a moderate amount since the PIFACC was introduced. Suggestions for improving ministerial engagement included strengthening partnerships with civil society and faith based organisations, to encourage local climate change experts to stay in country, and investigating options for including local organisations in decision-making.

Theme 4: Education, Training and Awareness

OEQ 8: Has community awareness of climate change increased?

Respondents felt that community awareness of climate change before the PIFACC was very low, and that it has improved since then, but that it was difficult to measure the impact of the PIFACC in influencing the change. Respondents felt that communities were more "aware than before, but so much remains to be done", and that climate change was now more readily part of local discourse across the PICTs, in the news, on TV and in social media.

OEQ 9: What climate-related information do individuals use to guide their livelihood practices?

Respondents felt that the PIFACC had influenced the improved use of climate information in livelihood decisions, but there is still plenty of room for improvement. Suggestions from respondents included better

engagement with technical organisations with specific local expertise in sectoral issues, support for educational programs in accessible formats, better community engagement and online courses with PICT-specific climate change science content.

OEQ 10: Are training, monitoring and scholarship programs leading to increased capacity to incorporate climate information in decision-making process in the government and the private sector?

96% of respondents believed that training, mentoring and scholarship programs were increasing capacity to integrate climate information into decision making processes. Key successes include University of the South Pacific courses, SPREP negotiation training, disaster risk management training, UNITAR, and online courses. More support is needed to encourage local people to participate in training and skills development, and long-term support is needed to ensure that the PICTs develop sustainable local expertise.

OEQ 11: Is relevant climate-related data reaching key stakeholders in appropriate form so that it can be used in a timely and appropriate manner?

The majority of respondents felt that relevant information only reached stakeholders sometimes. Key successes included the PCCP, Community Climate Change Toolkits, and SPREP's role in disseminating climate information to decision makers. Respondents explained that unwillingness to share information, significant information gaps and difficulty retrieving relevant information from the PCCP, and the scope of collecting data across "so many communities" presented significant challenges for ensuring relevant information reached stakeholders in time.

Theme 1: Implementing Tangible On-Ground Adaptation measures

OEQ 12: Are adaptation and mitigation measures drawing on best practice in climate change science, impact assessment and adaptation planning?

Most respondents felt that current adaptation and mitigation measures in the PICTs were drawing on best practice to a large extent, and all respondents believed that the PIFACC had influenced this. Respondent examples of best practice measures happening now include mainstreaming climate change concepts into educational curricula, national and joint national action plans, the PACC project, IPCC tools and PACCSAP, and the Island Climate Update.

Despite indicating that best practice was already happening in the PICTs, respondents demonstrated quite different understandings of what constitutes 'best practice'. Respondents commented that more data and reporting is needed to understand specific country and regional needs, as well as more research on best practice and how it can be implemented in the PICTs. One respondent noted that although "more guidelines and plans" have become available during the PIFACC, "sometimes responses to climate change are not based on best practice, but rather individual/political preferences".

OEQ 13: Are on-ground adaptation measures addressing the livelihood needs of the communities in which they are implemented?

Respondents believed that there has been an improvement in the extent to which on ground measures address identified livelihood needs, with most respondents describing on-ground measures as "usually relevant" to the communities in which they were implemented. Identified methods of assessing needs now included "assessments, consultations, strategic plans", and vulnerability and adaptation assessments.

Significant gaps remain in identifying community livelihood needs and in assessing the performance of programs in addressing them. Respondent comments included that national policies were designed "with no 'real' emphasis on responding to community livelihood needs", and that "community livelihood needs are not largely assessed" due to scale and capacity issues.

"Better and earlier community consultations" and encouraging community ownership of the measures, integrating measures with existing livelihoods and practices, "training communities to produce their own

adaptation plans", and enhancing collaboration "between community and climate services" were suggested as future focus areas to improve on-ground measures.

Theme 5: Mitigation of Global Greenhouse Emissions

OEQ 14: Are there mechanisms in place to accommodate for and promote the sharing of risk and innovation?

When asked about current risk and innovation sharing mechanisms, participants described JNAPs and other strategic planning documents, the PCCP, the PIFACC and the PCCR, the Hyogo Framework and SPC programs, social media, and various meetings and workshops. 66% of respondents felt that current mechanisms were only sometimes adequate, and suggested improvements could be made through centralised information sources, use of social media, clear identification of localised risks, and increasing funding and program flexibility.

97% of respondents felt that the PIFACC had improved mechanisms for sharing risk and innovation. While the PCCP and Pacific Disaster Portal were described as "a huge success", respondents commented that there was need for enhanced coordination of efforts, better integration with Disaster Risk Reduction responses, and a need to document and share lessons learned.

The variety of responses and the absence of clearly identified, central mechanisms for sharing risk and innovation in the PICTs indicates that further work may be required to develop coordinated, collaborative modalities for sharing risks and innovation.

OEQ 15: Do communities have access to new and improved technology needed to cope with climate-related changes?

The majority of participants felt access to technology had improved, with 91% of respondents indicating that communities had access sometimes or usually. Examples of successful new technologies included "renewable Energy for electricity generation, internet", "improved communications" such as cell phones and internet access, "better solar panels", tide gauges and climate modelling.

Respondents also acknowledged significant gaps in access and technology use, such as "available but not connected online systems" and "incomplete systems", and that "most of the outer islands still rely on AM radio and newspapers".

The data indicates that some improvements have been made in community access to technology, but that significant gaps exist in ensuring that technology is appropriate to the local context, and that sufficient infrastructure exists to support it.

6. Interview Findings

In-depth, semi-structured interviews were carried out to gain insight into key themes around the PIFACC's performance. 20 individuals from national governments and agencies, as well as regional agencies were contacted to take part in the interviews. Due to unavailability, time available, or non-responsiveness of interviewees, a total of ten interviews were conducted. Six individuals were interviewed from four national government offices. One interview was carried out with Micronesia, two with Polynesia, and one with Melanesia. Two of the interviews included two respondents in the national offices, which was useful in highlighting perspectives of the relevant departments. Seven individuals were interviewed from six regional agencies. Two of the regional interviewees were SPREP team members.

Interview questions were based on emerging themes established by the document analysis and survey responses (see above). While they are very relevant to the PIFACC objectives, the questions were designed to yield more detailed, qualitative responses on overarching challenges, successes and inconsistencies, which were impacting upon the achievement of the PIFACC's objectives. For this reason they build upon survey responses to each of the Outcome Evaluation Questions (OEQs) rather than addressing them individually.

Table 6: Interview questions derived from initial document analysis, surveys, and OECD best practice in programme evaluation

Interview Questions	
Awareness and Relevance	<ol style="list-style-type: none"> 1. How does the PIFACC apply to your work? 2. Was the PIFACC responsive to the needs of your country/region/organisation? Why/why not?
Successes and Challenges	<ol style="list-style-type: none"> 3. What are some of the key successes of the PIFACC-related programs and coordination in your region/country? 4. What have been the challenges of the PIFACC-related programs and coordination? Are there any issues that have prevented you from achieving the PIFACC's outcomes?
Data	<ol style="list-style-type: none"> 5. What are the data access, storage and management issues? Can you access enough data? What is the level of quality? 6. It seems as though there is a variety of data sources and tools for project and climate data. Is your data stored in a central repository or across several databases? 7. How are all the data sources related to the PIFACC? How could have the PIFACC simplified data access and management? 8. Are there capacity issues preventing you from effectively analysing or using data?
Reporting	<ol style="list-style-type: none"> 9. How do you report against climate change issues and programs? Is it aligned with the PIFACC reporting? How could the PIFACC improve this? 10. Do you have a national/regional/organisational monitoring and evaluation framework? Does it align with the PIFACC?
Funding	<ol style="list-style-type: none"> 11. Has the coordination of funding improved under the PIFACC? Is the majority of funding coordination at national or PICT/regional level?

BOX 2: Summary of Key Interview Findings

Awareness

National level awareness of the PIFACC is low due to **capacity, human resources and communication issues**. Regional agencies have higher awareness of the PIFACC, particularly in its use as a guiding document.

Relevance

- The PIFACC is useful as a guiding document but there is **confusion about how the PIFACC can be used on a practical level**.
- The PIFACC is useful in **synthesizing regional priorities, but was not necessarily flexible enough** to adapt to changing country priorities. This variable understanding of how the PIFACC was developed demonstrates the different perceptions held of the relevance of the document to current climate change work.
- **Progress has been made under the PIFACC** but different views exist on whether this can be attributed to the PIFACC itself.

Reporting

- **PIFACC reporting should link with National level reporting** rather than the other way around, as **asking countries to report to the PIFACC is perceived as a burden**.
- Monitoring and Evaluation (M&E) of the PIFACC is viewed as a weakness due to **lack of supportive reporting mechanisms, lack of incentive for countries to report, and complexity of indicators**.
- Technology was viewed as an important solution in shifting the reporting burden and **tools such as the Pacific Climate Change Portal (PCCP) are seen as a positive step in improving technology use**.

Data

- **Data access, storage and management** remain issues across PICTs.
- **Capacity issues and technical skills** at the national level have had an impact on countries' ability to collect and manage their data.
- Challenges with **data sharing created issues for effective knowledge management** under the PIFACC but this is improving.
- Many different databases and tools existed under the PIFACC and there was a significant **challenge in integration of these tools**.
- The PCCP is a positive step but **user-friendliness and accessibility remain challenges**.

Funding

- The PIFACC is useful in **attracting funding to the Pacific**, and assists in the development of project proposals.
- **Funding at the regional level has improved** despite challenges with changing politics and changing human resources.
- The PIFACC had been **useful in bringing CROP agencies together**, and they are now much more willing to collaborate.

Operations

- The **lack of dedicated resources to implement the PIFACC** resulted in a **lack of coordination and ownership**.
- **The PIFACC lacked institutional support**; Pacific Climate Change Roundtable (PCCR) did not provide the guidance that was required.
- The PCCR could have been more effective in providing **guidance in how countries could address the PIFACC outcomes and indicators**.

agencies have higher awareness of the PIFACC.

Interviewees working at the regional level were more aware of the PIFACC than interviewees working at the national level. An interesting finding that was not anticipated from the document analysis was that awareness of the *existence of the PIFACC* varied among interviewees. This highlights a key issue in the use of the framework. Some national-level interviewees highlighted that their lack of awareness was due to continuity in roles and changing governments, while others highlighted capacity/training as a challenge. For example, one country-level climate change project officer reported that there was an Institutional challenge in working with the PIFACC: ongoing changes in staff as a result of changes in Government created challenges for continuity of work, making communication and implementation of the PIFACC within the officer's role difficult.

Capacity is also a challenge when it comes to awareness of the PIFACC. A senior climate change official reported that as an office they are not really aware of the PIFACC because they are too busy dealing with their own national policies and plans. There was some awareness of its existence but they are not accessing or referring to it as part and parcel of their daily work.

Communication was also highlighted as an issue in awareness of the PIFACC at the national level. One national government interviewee felt that the terminology was very confusing, making it difficult to apply. For example, outputs/outcomes are not structured well to clearly show the links that make it coherent with the national framework. Another interviewee highlighted that their country had its own national online climate change portal where it provided an option for users to address how their programme or project aligned with the PIFACC when entering data into the portal. However, most stakeholders would leave the PIFACC alignment section blank. As the interviewee put it, "Most stakeholders don't have any idea of what the PIFACC is so they don't enter anything. They understand national priorities but not regional (priorities)."

Overall, interviewees from regional agencies seemed to have a good understanding of the PIFACC as a guiding document, and were able to provide examples of the PIFACC's relevance to their work, even if they were not applying the PIFACC directly to their work.

6.2 Relevance

The PIFACC is useful as a guiding document but there is confusion about how it can be used on a practical level.

One of the key themes arising from the interviewees was **the level of usefulness that the PIFACC provides in guiding day-to-day practices** at the national and regional level, and also some mixed perceptions about the purpose of the PIFACC. For example, some interviewees believed that the PIFACC was intended to be a high level guiding document only, whereas others believed that the PIFACC was intended to be a document that countries and agencies could refer to in their daily work at a more practical level.

This varied understanding of the *objective* of the PIFACC contributes to confusion on how relevant the document is for national offices. At a national level, there were mixed perceptions on the PIFACC's usefulness in guiding their work, highlighting that **experiences at the national level are very different from country to country**. For example, one interviewee from national government felt that their countries' climate change program priorities aligned with the PIFACC only incidentally: their national priorities do align with the PIFACC principles based on best practice, but this is "by default, not by design". The PIFACC was not necessarily referred to in developing those priorities. Another government interviewee reported that a national climate change policy was currently being developed, but that the PIFACC had not been

interviewee reported that countries do refer to the PIFACC to develop their JNAPs and to align their national plans with the PIFACC themes, and the example of Tonga was cited. These findings highlight **that funded and staffed support from regional agencies to assist countries in applying frameworks to promote national outcomes is an important component of effective implementation.**

The PIFACC is useful in synthesizing priorities at outset, but was not necessarily flexible enough to adapt to changing country priorities.

Another key issue raised by interviewees was whether **national priorities shaped the PIFACC and how flexible it was in meeting changing country needs** over the last 10 years. People held varying views on this issue. For example, some interviewees reported that the PIFACC was developed based on country priorities, “the PIFACC is a compendium of national priorities synthesised up to the regional level” whereas other interviewees felt that “the PIFACC should have been developed from the bottom up, not the top down.”

Interviewees also highlighted **the changing priorities for PICTs during the course of the PIFACC’s implementation.** As one regional agency interviewee said, “it was responsive at the time of development” and another said “the field has changed drastically since 2006, the document is still relevant, but does not fully fulfill Pacific needs. It’s not a fault of the document, just how the Pacific has evolved.” Whereas another interviewee from a regional agency said “PIFACC was developed on country priorities 12-13 years ago and is not evolving quickly enough to meet the needs of a dynamic region with dynamic challenges.” This variable *understanding* of how the PIFACC was developed demonstrates the different *perceptions* held of the relevance of the document to current climate change work.

Several interviewees highlighted **the need for a regional framework to be a “living document” that can evolve with countries.** As one regional interviewee said: “Had there been more funding and momentum, it could have been a more living document.” Another interviewee also felt that the framework must be a living document and that dialogue surrounding the framework should be flexible to adjust to changing needs. One regional representative noted that the PIFACC could not respond to countries specifically because “it is not a living document”. Other respondents noted that a key issue with the PIFACC is the need for responsiveness, for example to changing climate impacts in the region, and emerging international climate policy agendas (such as Loss and Damage; Climate Finance).

Progress has been made under the PIFACC but different views exist on whether this can be attributed to the PIFACC itself.

Some interviewees reported that there were **clear regional project successes where the PIFACC had direct relevance.** For example, the PACC project was highlighted by some interviewees as an adaptation project that was successful in terms of being regionally coordinated but nationally executed. This was attributed to the PACC project being developed at the time the PIFACC was developed; “We were able to show how implementation of the PIFACC would occur through PACC activities at the regional and national level” (Regional representative).

Other examples of success highlighted were **improved knowledge management through the PCCP and partnerships where financial resources have been shared.** However, one regional interviewee felt it was difficult to attribute some of these successes to the PIFACC. “There are lots of examples where financial resources have been shared...considerable progress has been made in a lot of areas but I’m not sure it’s a direct result of having a framework...the architecture that sits behind the framework just isn’t there to make the PIFACC operational. There is no PIFACC Secretariat, no M&E person, no focal point...no one to

countries to report to the PIFACC is perceived as a burden.

Several interviewees felt that reporting had been one of the more challenging areas of implementation of the PIFACC. While countries were given the option of reporting at the PCCR, because this was voluntary, reporting was often ad-hoc, unorganized and did not provide clear guidance to countries. As one national government senior official said, “If the PIFACC reporting can be streamlined with existing national reporting that would be useful. However, there has never been a template given to us by the PIFACC.”

Interviewees felt that because **countries and organizations have their own reporting requirements that are already highly time consuming**, it makes it very difficult to report against another framework when their national or regional level reporting is more pressing. “Reporting is seen as a burden, therefore we need to make it automatic and as easy as possible for countries,” a regional agency interviewee stated.

There is also **a challenge with the type of information being reported**. Some interviewees felt that because clear guidance was not given on what countries and organisations should report on, a flood of information came through that required a lot of investigation to find the salient points. In addition, some countries were not providing detailed information in their reports but instead waiting until the PCCR to share information, making it difficult to capture all of the information coming in.

Monitoring and Evaluation (M&E) of the PIFACC viewed as a weakness.

Several interviewees felt that M&E of the PIFACC had been one of its main weaknesses. While detailed PIFACC indicators were developed after the 2010 Midterm Evaluation, **none of the interviewees reported that they were using the PIFACC indicators**, although some did report using a broad interpretation of the PIFACC themes.

One of the challenges in using the PIFACC indicators may have been **the level of detail of the indicators**. One national government official felt that there were too many indicators to provide a useful guide for monitoring and reporting, saying, “as a regional document, it should be one page max and made broad, and then it could be more detailed at the national level.” However, one regional agency representative acknowledged that they could have used the PIFACC indicators within their projects, and that it would have been relatively easy to integrate the indicators with project activities; however, **because reporting against the PIFACC was not required, it was not seen as a priority**. Other interviewees also felt that because reporting was optional, and there was no coordination from the regional level to the national level, there was no momentum to make reporting happen. As one national government interviewee stated, “No one was coordinating and driving PIFACC, no ownership, no one driving monitoring and reporting. It was just a document. No one actually in the driver’s seat.”

One interviewee from a regional agency indicated that the M&E Framework had been used in some adaptation planning for LDCs in region. However, instead of integrating with the PIFACC’s six priorities, at a national level, additional top priorities were added despite the fact that these priorities were already subsets of PIFACC’s priorities. This may reflect that although **there is some willingness to use the M&E Framework, there are challenges in making it streamlined nationally and applicable to all countries’ needs**.

Use technology to shift the reporting burden.

Many interviewees felt that there was a need to **create streamlined reporting processes through more effective use of technology**. For example, the creation of national level climate change portals, currently being developed for Tonga, Vanuatu and Fiji, will make it easier for reporting to link from the national level to the regional PCCR.

6.4 Data

Data access, storage and management remain issues across PICTs.

It was highlighted by both national and regional interviewees that data access, storage and management remain a challenge across PICTs. Interviewees raised several key issues that were perceived as contributing to data challenges:

Capacity

Several interviewees felt that **capacity issues at the national level had an impact on countries' ability to collect and manage their data**. As one national representative said, "There's never enough people, we lack human resources. You need a dedicated person."

As a result of these capacity challenges, some interviewees reported that data management systems were not in place at the national level making it very challenging to then share data or report up to the regional level.

Technical skills

Some interviewees reported that the **technical skills required collect and analyse data** remained a challenge at the national and regional level. One interviewee reported for example, that despite efforts to integrate their regional organisation's data with the PCCP, they were unable to find someone sufficiently knowledgeable to be able to undertake this work, limiting their ability to implement effective data sharing and management. Similarly, an interviewee reported that at the national level "There's not enough people with technical skills to analyse data, we have some but not enough."

Data sharing

Data sharing was also viewed as a challenge for effectively managing data under the PIFACC. Some interviewees felt that sharing of data between internal government agencies was particularly difficult, and that **some sectors and agencies were willing to share information but not raw data**. As one regional interviewee said, "It's fundamental to whether agencies want, or are allowed, to share their data, and this has never properly been addressed in the Pacific."

One interviewee highlighted that **challenges with data sharing created issues for effective knowledge management**. This was particularly viewed as the case at the national level due to local capacity issues and donors not making knowledge management a funding requirement.

However, one interviewee indicated that at the regional level, because of projects such as PACC and SPC's GCCA project, there was a more **concerted effort to extract information and lessons learned** which was then able to inform the level of implementation that occurred under certain areas of the PIFACC. These projects also enabled the 'feeding up' of data from project level to the programme and regional level.

Some interviewees also felt that **knowledge management was improving across PICTs** as a result of tools like the PCCP, which was providing a repository for national and regional climate change information.

Data integration and coordination

One of the challenges in data management highlighted by several interviewees were that **many different databases and tools existed under the PIFACC and there was a significant challenge in integration of these tools**. One regional representative highlighted that an integrated and consolidated data system might

“[excel] matrix from hell” that adds more burden for reporting.

Similarly, another interviewee pointed out that **integration of data management tools would be a major consideration for the future framework** – particularly since it will pose new challenges in the integration climate change and disaster risk management tools. The interviewee suggested that a lot of effort would be required to create an effective and integrated database.

The Pacific Climate Change Portal (PCCP) is a good step but user-friendliness and accessibility remain challenges.

In terms of data access, **most interviewees had knowledge of the PCCP** although some were not aware of its links with the PIFACC. Several interviewees felt that the PCCP was serving an important purpose for the Pacific, in **providing a repository for climate change information, country profiles, and project reports**. However, several interviewees also questioned the audience for the database, its usability and accessibility, and was **not yet fully meeting country needs as a tool for data management**.

One interviewee expressed disappointment that there had not **been sufficient internal support for the technical staff working on the portal**: “they are not climate change people, they are technical people so the portal isn’t as user friendly and reflective of user needs as it could be.” Some interviewees felt that it is **difficult to access information** through the portal and that **updating information in the portal is time consuming due to bandwidth**, and this causes users to lose interest in using it. As one interviewee said, “We actually want to put information on it....but to put something on, there has to be a fair amount of momentum from the person, agency or the country. If you have to wait or try several times to do it, you lose interest.”

However, countries that had received funding to develop their own national climate change portals in collaboration with SPREP, reported that they were very **pleased with how the PCCP was able to manage the information coming from their own portal**. They felt that this system for sharing data made it easy as the PCCP linked directly to their own portal allowing information to be pulled from the national portal to the regional portal without increasing their own workloads.

However, it was also highlighted that one of the challenges raised with the PCCP was **how countries that did not have their own national portals would be able to report** to the regional PCCP. As one interviewee said, “For some of us, it's the first time we've come across the PIFACC themes. Who will help countries link the themes under the PIFACC?”.

One interviewee also indicated that they were developing their own national climate change portal but did not report that this would be linked to the PCCP raising the issue of whether countries developing their own portals would have challenges in the future in trying to share information with the PCCP if there had been no collaboration with SPREP in developing their national portal.

6.5 Funding

The PIFACC is useful in attracting funding to the Pacific and is attractive to donors who are funding national activities.

Several interviewees reported that the **PIFACC was useful in the development of project proposals**. Donors want to see that projects align with regional frameworks and policies so the PIFACC is useful in providing institutional background, setting the context and assisting countries in providing justification of national activities with regional priorities.

that they are now much more willing to collaborate. For example, a joint project proposal template is currently being developed among CROP agencies (as of April 2015).

Another regional interviewee highlighted the **challenge of national level capacity amidst the large volume of climate change funding available**. While funders and development partners meet regionally, and meet sometimes at the country level, there is not much coordination at the regional level. “It’s one of the biggest challenges we’re facing in the Pacific. So much funding available but only limited capacity within countries to make best use of that funding. And that’s a big concern.”

6.6 Operations

A lack of resources and institutional support were key issues raised in how the PIFACC was operationalized between 2006 and 2015.

Lack of resources

One of the main challenges that many interviewees reported was the lack of dedicated resources to implement the PIFACC, which **resulted in a lack of coordination and ownership**. Some interviewees felt that because there was no ‘driving force’ behind the PIFACC, it made it difficult to create strong coordination at the national level. As one interviewee stated: “If there is a dedicated institution, someone who is a coordination unit driving it, then there will be better links to our country focal points.”

Similarly, another interviewee felt that the architecture behind the framework was lacking. This resulted in a lack of coordination and partnership required to allow national governments to work with the PIFACC.

Lack of resources to get the work done was also cited as a key challenge. As one regional representative working with national level projects noted: “investment in these frameworks are useful but almost like it’s an **overinvestment in creating frameworks and underinvestment in getting the work done**.”

Lack of institutional support

Some interviewees felt that one of the shortcomings of the PIFACC was the PCCR, the primary monitoring, evaluation and coordination mechanism for the PIFACC. Some interviewees reported that the **PCCR did not provide the guidance that was required** on how, for example, working groups should coordinate.

One interviewee reported that the Knowledge Management Working Group established under the PCCR was not operational as a working group as it only convened every two years. And while, in principle, the committee should have been involved with the PCCP, it was not part of the PCCP’s development or implementation. Another interviewee highlighted that working groups were set up around various themes, but that these **were not functioning because they lacked the dedicated time, effort and funding to practically work**: “This can’t just be an add on to people’s job descriptions.”

Some interviewees also felt that the **PCCR could have been more effective in providing guidance in how countries could address the PIFACC outcomes and indicators**. While the PIFACC themes were used for discussion and guided PCCR meetings, there was little guidance provided beyond this.

trends in more detail, considering challenges, limitations, lessons learned and opportunities for enhanced performance against the PIFACC objectives and improved monitoring and evaluation mechanisms. The projects selected are the Pacific Adaptation to Climate Change Project (PACC), the USAID Adaptation to Climate Change: Choiseul project, and the Pacific Islands Greenhouse Gas Abatement through Renewable Energy Project (PIGGAREP).

This case study analysis provides guidance on aligning projects with the PIFACC's outcomes, and guidelines for identifying effective indicators to enhance the available data. Recommendations are provided as a guiding template to enhance the reporting of existing projects within the PIFACC framework at a structural level. Specifically, the case studies draw in explicit aims, objectives, and outputs of the projects and apply them to the PIFACC themes and Outcome Evaluation Questions (OEQs). As a result, project activities under each output can also be aligned with the PIFACC through this template.

This guidance can be used to incorporate reporting on specific project activities to improve project-level reporting within the PCCP. It is intended that this template be used to facilitate the data entry of project outcomes and key indicators into the PCCP (one of the objectives of the evaluation, see ToR in Annex 1).⁴⁷ Providing data on actual outcomes (impact) is also necessarily difficult given timeframes and data provision. Moreover these case studies highlight *in principle* how projects can be aligned with the PIFACC *per se* rather than providing an evaluation of the projects themselves.

7.1 Case Study 1: The Pacific Adaptation to Climate Change (PACC) Project

Note: A full matrix aligning the PIFACC themes with PACC example activities, indicators and outcomes can be found in Appendix 3, Table 1.

Overview

The PACC programme was developed to lay the groundwork for a more coordinated and integrated approach to ensure that vulnerabilities are reduced and that development activities achieve their social, economic and ecological goals by increasing their resiliency. The programme addresses Pacific island priority actions for climate change adaptation by: (1) demonstrating practical 'on the ground' measures; (2) promoting climate-sensitive policy at the community and national (including federal and state) levels; and (3) strengthening institutional and community coping capacity. The approach was piloted in three critical climate-sensitive development sectors namely food security and food production sector, coastal management and water sectors. Working in 13 (initially) and then 14 (with the addition of Tokelau) Pacific island countries and territories, the different facets of the programme combine to provide a comprehensive, multi-layered framework for adaptation in the region (see Table 7).

PACC is a good example of how a regional project could fit the indicators and framework of the PIFACC. From the outset of PACC it is possible to see how these could be incorporated, as noted in the PACC Project Document:

Para 60: The PACC Project is designed to promote climate change adaptation as a key pre-requisite to sustainable development in Pacific Island Countries. The PACC project objective therefore is to enhance the capacity of the participating countries to adapt to climate change, including climate variability, in selected key development sectors. The Project focuses on

⁴⁷ Please note: although the three case studies have been aligned with the PIFACC as best as possible, it is not a simple 'tick box' exercise. This is for

the ground activity; and through supporting regional approaches. 2

Para 61: More specifically, the project will deliver outcomes and outputs that include improved technical capacity to formulate and implement national and sub-national policies, legislation, and costing/assessment exercises. Climate change risks will be incorporated into relevant governance policies and strategies for achieving food security, water management, and coastal development. At the sub-national level, pilot demonstration activities will deliver adaptation benefits in the form of practical experiences in the planning and implementation of response measures that reduce vulnerability. These benefits will be integral for future replication and up-scaling, and also to identify larger- scale investment opportunities from multilateral banks supporting countries with climate change adaptation. The project will also foster regional collaboration on adaptation. 2 and also to identify larger- s, p. 24 emphasis added).

PACC also focused on integrating regional capacity (SPREP, UNDP) with national priorities, and local communities to produce outcomes on mainstreaming, demonstration measures, and technical assistance and regional cooperation.

Goal of project:

To reduce vulnerability and to increase adaptive capacity to the adverse effects of climate change in key Development Sectors identified by 13 participating countries in the Pacific:

- Coastal Management
- Food security
- Water

Objective:

To enhance the capacity of the participating countries to adapt to climate change, including variability, in selected key development sectors (UNDP/GEF PACC Project Document, 02 February 2009).

Baselines:

The PACC project document highlights that little baseline data existed: In general, vulnerabilities and risks associated with climate change are not currently being addressed in any systematic way in countries in the region. Climate change risks and opportunities are not reflected in national and community level planning and governance processes. In particular, national institutions in the agriculture, water and coastal management sectors lack information and capacity to integrate climate change risks in their policies and practices. Individual, institutional and systemic capacity is not targeted towards strategic interventions. Demonstrations of adaptation pilots in key development sectors have not been implemented, and as a consequence few are replicated and scaled-up.

At a systemic level, PACC used, as indicators, the number of targeted institutions in the three sectors in countries increased capacity to adaptation to climate change (A2CC) & Variability; and as targets: by the end of the project, institutions have developed capacity, and are able to effectively coordinate with other relevant institutions.

Table 7: Overview of PACC and its relationship to the PIFACC.

Objectives	Implementing Countries	PIFACC Themes	Project Outcomes	Sectoral Themes	Funding	Dates	Scope
To reduce vulnerability and increase adaptive capacity to the adverse effects of climate change in key development sectors identified by 14 participating countries and territories in the Pacific. The key sectors identified are: 1. Coastal zone management 2. Food production and Food security 3. Water resource management	Cook Islands	Adaptation	1. Mainstreaming	Agriculture and	Donor:	1 January 2009	Community
	Federated States of	Enhanced Resilience	2. Pilot demonstration	Food Security	Global	30 June 2015	Regional
	Micronesia	Documented record of key	3. Technical support,	Water	Environment		National
	Fiji	climate risks and vulnerable	communication and	Coastal zone	Facility, Australian		
	Marshall Islands	areas	knowledge management	management	Aid		
	Nauru	Methods and tools to			USD\$20.948		
	Niue	support risk assessments and			million		
	Palau	vulnerability assessment					
	PNG	Improving understanding					
	Samoa	Climate variability					
	Solomon Islands	Training programs and					
	Tokelau	Internships					
	Tonga	National policy and action					
	Tuvalu	planning meetings (attended					
	Vanuatu	by scientists)					

Relevance and Alignment of PACC with the PIFACC

In many ways, PACC is a good example that demonstrates how the key themes of the PIFACC can be implemented, from local communities, to national government policy, and regional coordination. PACC successfully integrated regional planning with national priorities and capacity building, with local project demonstration and knowledge management. PACC enabled tangible action on the ground through its demonstration activities, which were on the whole, satisfactorily achieved (Project Implementation Report, 2013).

As highlighted in Figure 1, PIFACC was one of three frameworks that informed the development of PACC:

- UNDP APF
- PIFACC
- Sustainable Development Plans and Strategies

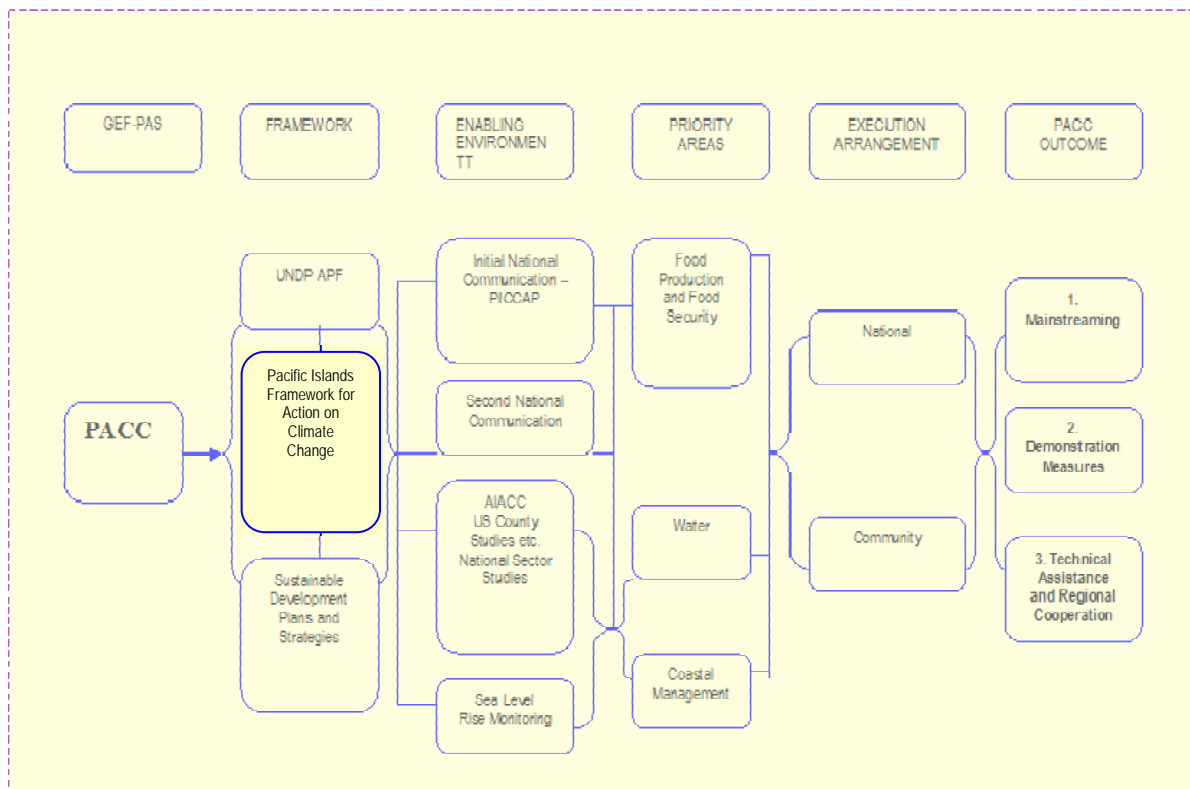


Figure 1: Schematic diagram of the PACC Framework (Source: PACC Project Document, 2009, p. 26)

PACC has strong relevance to the PIFACC's structure to enable active learning, technology and tool development, and linking local action with broader policy objectives. For example, PACC developed a set of specific tools, techniques and methods that were taken up across participating countries. Results from the use of these tools were effectively captured through the strategic results framework (SRF) associated with each country and its demo projects. "Through these tools, specific skill sets are being developed in the countries in wide ranging areas, from Cost-Benefit- Analysis, coastal inundation modelling, or permaculture techniques for more resilient agriculture." (UNDP Technical Advisor, PIR 2013, p. 22).

PACC has focused on three areas of relevance to PIFACC:

- Mainstreaming for Policies and Institutions

- Demonstrating the resilience of communities through project based activities
- Improvement of availability and dissemination of knowledge

PACC can be related substantively to nearly all of the themes in the PIFACC (excluding mitigation). It has been particularly active in addressing on the ground adaptation action, improving understanding of climate change (technical), and education, training and awareness. For example, PACC provided positive contributions to the PIFACC's guidance on Education, Training and Awareness especially through knowledge management:

There has been a set of very high quality videos produced (the "Vital" video series), along with some success stories, but the area of knowledge management expected to be further intensified as the implementation progress and further technical support is brought in, so there are good prospects that lessons learnt and good practices will be captured comprehensively.

(UNDP Technical Advisor, PIR 2013, p. 22).

Reporting

Although the PIFACC was a founding framework, the operationalisation of PACC did not refer to the PIFACC modalities, indicators, or reporting explicitly. This is understandable given that reporting against the PIFACC themes and indicators was voluntary. As a result, although the PACC project used PIFACC as a guide, there was no requirement to report specifically against the framework. Instead, the framework guided the project development, whilst allowing project managers to work within the project scope and report against results of the project itself.

Although there is substantive reporting on PACC (acknowledging the results of the Mid-Term Review (MTR) and subsequent work to improve reporting), because the PIFACC does not require reporting against certain indicators, PACC indicators are not explicitly linked to the PIFACC themes, indicators, or Outcome Evaluation Questions (OEQs) (PIFACC 2nd Edition). As a result, aligning PACC with the PIFACC requires applying certain components of PACC to multiple themes or vice versa. This is a result of PACC using indicators based on its own internal M&E system which used indicators and targets informed by bottom-up approaches determined at the country-level, rather than using indicators outlined specifically in PIFACC (2nd Edition). In addition, while the PIFACC OEQs do not align directly with PACC outputs and outcomes, it is possible to draw links between them and the PACC indicators, outputs, and outcomes.

Reporting on PACC has been regular and thorough. As a result it can align with the PIFACC reporting requirements reasonably well. Challenges remain, however, given that the creation of PACC themes, targets, and indicators do not align directly with the PIFACC themes and indicators. As a result PACC reporting in the context of the PIFACC is not easy to see, except at a macro level (e.g. building capacity in national institutions for adaptation).

As the objective of this case study exercise is to align PACC activities and outcomes with the PIFACC framework, PACC is objectively analysed below against the PIFACC OEQs. It is acknowledged, however, that alignment with the PIFACC was not a requirement for the PACC project.

Alignment of PACC with PIFACC groups, themes and evaluation questions

Though an analysis of PACC documents, Table 1 in Appendix 3 provides illustrative examples and highlights indicators or project level activities that could be aligned with the PIFACC. This table serves as a template for how other regional and national climate change projects could be analysed and aligned with the PIFACC. The table specifies where outputs of PACC align with the PIFACC themes and OEQs, however, due to the large volume of activities undertaken in PACC, not all activities are included. As a result of this analysis, specific activities can be aligned with the PIFACC themes following the outcomes and associated activities noted in the PACC logframes.

Successes and Challenges

In the context of the PIFACC outcomes, PACC was successful. It supported national level priorities to implement tangible on the ground adaptation measures; it enhanced technical capacity building and the integration of knowledge management to improve decision-making; and, PACC was undertaken through partnership of regional agencies, international donors, and national governments.

Challenges in the context of PACC include delays in project implementation and mid-term reviews, and reporting mechanisms that were not aligned with the PIFACC reporting, due to the reasons highlighted above. Given that PACC had an established logframe defined before the PIFACC indicators were developed, the updated indicators provided in the PIFACC 2nd Edition were not used for PACC reporting.

Key themes and lessons learned from PACC case study

- PACC aligned well with the PIFACC, which is not surprising given its explicit use of the PIFACC as a framework, however, alignment of reporting to specific PIFACC themes and evaluation questions would have been more effective if the PIFACC had a mandate to guide PACC on reporting from the outset of PACC planning. This, however, would have limited the opportunity for PACC to use bottom up indicators, which were part and parcel of the effectiveness of PACC implementation.
- Aligning PACC with PIFACC resulted in the doubling up of some outcomes and outputs in certain areas (e.g. education and training with on the ground implementation). This is not a problem per se, but makes attribution of certain activities to the PIFACC outcomes more difficult.
- The opportunity for national level indicators to feed directly into the PIFACC exists through PACC.
- Significant details within PACC can be well aligned to the PIFACC framework. Integrated reporting on this through PACC (i.e. automated through online system into specific indicators for the PIFACC) would facilitate a thorough understanding of how national projects (country) can feed through a regional project (PACC) through to a regional framework (PIFACC).
- Building on lessons learned from the PACC Project Implementation Report (PIR 2013), project Management roles and responsibilities must always be clear between all stakeholders from the beginning of the project until termination. Targeted, dedicated project support and resources are needed for programmes, especially one as large as PACC, to effectively report against the PIFACC framework (or future SRDP).
- Systematic documentation of results on the ground to support the development of knowledge management products, relies on effective M&E systems in projects and programmes. For example, Regional Project Management Unit (RPMU) is creating a strengthened, more effective M&E system at regional and country levels to support systematic documentation of results on the ground and knowledge management (PIR, 2013). When developing an M&E system to support a regional framework, this must be done through partnerships and collaboration between the secretariat/body, national country focal points, local project managers for implementation of the SRDP/new framework. In addition to having resourced and consistent M&E officers for projects in country, there also needs to be an equivalent central officer for the regional framework who can support M&E and provide guidance at regional and national level.
- Any regional programme or project board membership must ensure inclusive representation of all countries involved in the programme. It should explicitly include their national priorities, wishes and expectations for the programme to build a wider country level strategic framework of action on climate change. This was an important component of developing PIFACC and SRDP, and is central to regional coordination. At a national level, this requires involving strategic ministries such as Ministries of Finance, Offices of Prime Ministers / Presidents, and the officials of climate change units established in various governments (PIR, 2013). Inclusive representation and engagement is important for the alignment of national activities with regional frameworks like the PIFACC. To enable buy in and ownership over

implementation, reporting, and *on the ground relevance to overarching regional frameworks* needs to be fostered through the structural set up of frameworks.

- Future regional projects must ensure such projects are managed primarily as a set of country projects with connections between them to create a regional approach. It would be valuable for the national Executing Agencies and Steering Committees to provide more leadership and direction to the PACC initiative, and to themselves engage upwards into regional adaptation programming in conjunction with the regional PACC Multipartite Review meetings (PIR 2013). Again, this is important for alignment with regional frameworks like the PIFACC and also supports buy in and ownership over implementation, reporting, and *on the ground relevance to overarching regional frameworks*.

7.2 Case Study 2: USAID Adaptation to Climate Change: Choiseul Project

Note: a full matrix aligning PIFACC themes with PACC example activities, indicators and outcomes can be found in Appendix 3, Table 2.

Overview

The USAID Choiseul EbA Project focuses on practical community-based adaptation measures as well as efforts to share experience and best practice on climate change adaptation. Importantly, the project is part of the wider Choiseul Integrated Climate Change Adaptation Partnership (CHICCHAP), which represents a pilot model for donors and development partners to move away from individual project based support to a programmatic approach both at the national and regional levels using the adaptation framework now established in the Pacific.

Climate change is predicted to have a range of impacts on Pacific island ecosystems and natural resources that are critical to current and future development, some of these are anticipated to be severe. It is increasingly recognised that a relevant response to these predicted impacts is the application of ecosystem-based adaptation (EbA) approaches. That is, the use of biodiversity and ecosystem services as part of an overall adaptation strategy to the adverse effects of climate change.

SPREP is implementing a USAID funded Ecosystem-based Adaptation (EbA) project in Choiseul Province, Solomon Islands. Choiseul is a remote region where the majority of communities have limited contact with representatives of government agencies. Many decisions are made through traditional village governance mechanisms and by individual land-owners. The project aims to bring these communities and decision makers a greater understanding of the role of their surrounding environment in climate change adaptation.

Objective:

The key objectives of the project, outlined in the program document are:

7. To build capacity within Solomon Islands government and local communities to assess and implement appropriate ecosystem-based solutions that will help to protect livelihoods.
8. To build awareness and capacity at the national and provincial level for EbA approaches using a water catchment area, coastal management area and a township area as applied case studies.
9. To identify areas/ecosystems in the Solomon Islands where EbA can be applied, providing guidance on likely EbA options through a synthesis of initial case studies.

To achieve these objectives, the following activities were highlighted at the outset of the project:⁴⁸

- Establish partnerships with other agencies implementing in Choiseul.

⁴⁸ SPREP Program Description Final.pdf

- Implement an integrated vulnerability and adaptation assessment.
- Undertake ridge-to-reef resource management planning for Mt Maetambe catchment area.
- Mangrove and coastal vegetation rehabilitation at selected sites.
- Invasive species and bio-security planning.
- Raise awareness of EbA, environmental law and ecosystem services.
- Train for protected areas, fisheries and resource use management planning.

The USAID Choiseul EbA project focuses on community based initiatives for improving climate resilience. It is intended that lessons learnt can be applied elsewhere in the region, beyond the Choiseul province and the Solomon Islands. An overview of the project is highlighted in Table 8.

Baselines:

The USAID Choiseul EbA Project initiated the gathering of various forms of climate change baseline data for the Choiseul Province. In this sense, it has helped to establish baselines which were previously unknown.

Collection of baseline data occurred during the community-led V&A assessment component of the project. At the commencement of the project, little baseline data on community exposure to climate risk existed. Similarly, an expedition in October 2014 was undertaken to complete a baseline inventory of the flora and fauna within the Mt Maetambe to Kolobangara River Corridor in Choiseul.

However, as factors such as community awareness and understanding were not documented prior to the project, it is difficult to compare achievements of the project against PIFACC Outcome 4 (Education, Awareness and Training).

Macro level Indicators are: # of communities with increased adaptive capacity due to successfully implemented EbA initiatives.

Macro level Target is: By the end of the project, key EbA interventions for Choiseul Province have been identified and implemented in consultation with the community.

Table 8: Overview of USAID Choiseul EbA Project and its relationship to the PIFACC.

Objectives	Implementing Countries	PIFACC Themes	Project Outcomes	Sectoral Themes	Funding	Dates	Scope
<ol style="list-style-type: none"> 1. To build capacity within Solomon Islands government and local communities to assess and implement appropriate ecosystem-based solutions that will help to protect livelihoods. 2. To build awareness and capacity at the national and provincial level for EbA approaches using a water catchment area, coastal management area and a township area as applied case studies. 3. To identify areas/ecosystems in the Solomon Islands where EbA can be applied, providing guidance on likely EbA options through a synthesis of initial case studies. 	Solomon Islands	Implementing tangible on-ground adaptation measures Governance and decision making Improving understanding of climate change Education, Training and Awareness Partnerships and Cooperation	<ol style="list-style-type: none"> 1) Establish partnership with other agencies implementing in Choiseul 2) Integrated vulnerability and adaptation assessment 3) Ridge to reef resource management planning for Mt Maetambe catchment area 4) Mangrove and coastal vegetation rehabilitation at selected sites 5) Invasive Species and Bio-security planning 6) Raising awareness of EbA, environmental law and ecosystem services 7) Training for protected areas, fisheries and resource use management planning 	Coastal Zone Management Marine Management Agriculture and Food Security	Donor: USAID/USD \$1 million	1 May 2012 30 June 2015	Community

Relevance and Alignment of USAID Choiseul EbA Project with the PIFACC

The project aligns well with the PIFACC's overall aim of ensuring that Pacific island people build their capacity to be resilient to the risks and impacts of climate change. It particularly draws upon the themes of improving understanding of climate change (Theme 3) and implementing on-the-ground adaptation measures (Theme 1). The USAID Choiseul EbA Project also inherently aligns with the PIFACC themes of education and training (Theme 4), governance and decision making (Theme 2), and partnership (Theme 6), through its processes for community engagement and capacity building.

Reporting

Reporting against the outputs of the USAID Choiseul EbA Project occurs biannually, around March and October. Although PIFACC was a founding framework, the operationalisation of Choiseul EbA did not refer explicitly to the PIFACC themes, modalities, indicators, or reporting. Greater alignment could have been achieved through use of the monitoring and evaluation (M&E) framework set out in the PIFACC 2nd Edition document, even though the project does align reasonably well with PIFACC themes.

Reporting is structured around the following activities:

5. Coordination of Project Delivery
6. Climate Change Vulnerability Assessment
7. Planning and Mainstreaming
8. EbA Implementation
9. Training in EbA
10. Communications and Knowledge Management

While regular reporting has occurred against outputs and activities of Choiseul EbA, these outputs are not directly linked to indicators of success. Reporting generally includes progress of activities in practical terms (e.g. brochures developed and distributed, staff member hired, etc.) rather than evaluation of the outcomes of implemented EbA initiatives.

Overall, however, the activities closely relate to the PIFACC outcomes. It is a lack of clear common indicators that makes it difficult to evaluate the success of Choiseul EbA exactly within the PIFACC M&E framework.

Data and Data limitations

The Choiseul EbA project has improved the availability of data on climate vulnerability and adaptation in the Choiseul province of the Solomon Islands. This is primarily through the community-based V&A assessments that were undertaken as an activity within the project. These assessments are publicly accessible on the SPREP website. The project has reported twice a year to USAID and has documented its progress well. Data on the project success as a whole is lacking because the project has not yet terminated, and further data is required to assess the success of education and training initiatives, as well as the outreach of media and communications initiatives.

Alignment of USAID EbA Choiseul project with the PIFACC groups, themes and evaluation questions

Table 2 in Appendix 3 provides *illustrative examples* based upon USAID documents, and highlights indicators or project level activities that could be aligned with the PIFACC. This table serves as a template for how other regional and national climate change projects could be aligned with the PIFACC. The table specifies where outputs of the USAID Choiseul EbA Project align with the PIFACC themes and evaluation questions. As a result of this analysis, the outcomes and associated activities noted in the Choiseul EbA log frames can be aligned with the PIFACC themes.

Successes and Challenges

In the context of the PIFACC, the USAID Choiseul EbA project has been successful. It facilitated community based vulnerability and adaptation assessments, which were used to prioritise tangible EbA interventions to be implemented. This project focused on collaboration and capacity building within government departments, private sector and community groups. Information sharing, knowledge management and communication of the outcomes beyond the project team (i.e. at regional and international fora) were also successful results of the project.

Post-implementation data for EbA initiatives is not yet available, given that it is still underway and only began in 2012. Thus, it is difficult to comment fully on the alignment of the project at this point in time. However, the V&A assessment report completed as part of the project includes a range of vulnerability indicators, which could be used to assess the success of different EbA initiatives implemented.

Key themes and lessons learned

Activities of the USAID Choiseul EbA project align well with the PIFACC outcomes, as described in Table 2, Appendix 3. There is particularly strong alignment of the PIFACC with Outcome 1 (Implementation of Adaptation Measures). However, alignment of reporting to the specific PIFACC themes and outcome evaluation questions would have been more effective if undertaken explicitly at the beginning of project planning. Table 9 provides a summary of Choiseul EbA key activities aligned with the PIFACC outcomes.

Table 9: Summary of USAID Choiseul EbA and PIFACC alignment.

PIFACC Theme ⁴⁹	Description	USAID EbA Activity	Description
1	Implementing Tangible on-ground Adaptation Measures	2.4	EbA Implementation
2	Governance and Decision Making	2.3	Planning and Mainstreaming
3	Improving Understanding of Climate Change	2.2	Climate Change Vulnerability Assessment
		2.6	Communications and Knowledge Management (both themes)
4	Education, Training and Awareness		
		2.5	Training in EbA
5	Mitigation of Global Greenhouse Gas Emissions	N/A	N/A
6	Partnerships and Cooperation	2.1	Coordination of Project Delivery

Alignment of project activities with the PIFACC has shown:

The PIFACC aims to "provide a framework to enable measurement of progress of climate change action in the region." USAID Choiseul EbA Project has increased understanding of vulnerabilities and has begun to implement priority EbA interventions. The gathering of baseline data in V&A assessments can assist in measurement of the success of these activities in reducing vulnerability / increasing resilience.

⁴⁹ PIFACC Themes are outlined in the 2nd Edition of PIFACC, and were used as performance measures in the Regional Synthesis report.

However, the project did not clearly set out quantitative KPIs from the outset, as this was not designated by USAID project implementation guidelines. However, this would have helped in assessing the success of the program in enhancing climate change action.

For alignment with the PIFACC, it would have been useful to structure M&E according to the PIFACC themes explicitly. For example, the Log Frame for Solomon Islands could better align with the PIFACC by making specific reference to the PIFACC outcomes or using the PIFACC 2nd Edition M&E framework for guidance.

Alignment to the PIFACC Outcome 6 (Partnerships and Cooperation) could be strengthened via delivery of Output aa (extension of EbA project in at least 2 other LDCs).

Aligning USAID Choiseul EbA project activities with the PIFACC results in some project outcomes and outputs being repeated across multiple PIFACC themes (e.g. communication and knowledge management). This is not a problem per se, but makes attribution of certain activities to PIFACC outcomes more difficult.

7.3 Case Study 3: Pacific Islands Greenhouse Gas Abatement through Renewable Energy Project (PIGGAREP)

Note: a full matrix aligning PIFACC themes with PACC example activities, indicators and outcomes can be found in Appendix 3, Table 3.

Overview

The Pacific Islands Greenhouse Gas Abatement through Renewable Energy Project (PIGGAREP) is a Global Environmental Facility (GEF) funded five year project with an overarching objective to remove the barriers in 11 Pacific Island Countries and Territories (PICTs) to reducing GHG emissions through the commercial provision of renewable energy (RE) for productive uses. National on-the-ground activities in the PIGGAREP PICTs began on 1 January 2008, with UNDP as the implementation agency and SPREP as the implementing partner.

PIGGAREP has two phases – the initial PIGGAREP that was implemented in ten participating countries (Cook Islands, Fiji, Kiribati, Nauru, Niue, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu), and PIGGAREP+, funded by the Government of Denmark through the SIDS Dock Secretariat, implemented in nine participating countries (Cook Islands, FSM, Kiribati, Palau, RMI, Samoa, Solomon Islands, Tonga and Tuvalu).

PIGGAREP is a good example of a regional project aligned with the objectives of the PIFACC. From PIGGAREP's inception, the PIFACC was taken into consideration as a guide for implementation (NB: in 2006, PIFACC's acronym was PIFRAC), as highlighted in the PIGAREP Project Document:

The PIGGAREP will be implemented within the framework of two complementary regional frameworks/policies, Pacific Islands Energy Policy (PIEP) and the Pacific Islands Framework for Action on Climate Change (PIFRAC) that the PIC Leaders have adopted at the 2005 Forum. These, among others, can be used as the basis for adopting similar frameworks/policies at the national level. The PIFRAC identifies the key climate change priorities of the Pacific region and activities for action at the national and regional level over the next ten years. This document is intended to help target, catalyze action and strengthen partnerships at all levels to enable the Pacific region to better understand and respond to climate change and climate variability. The Framework underpins the priority that the PICs place on global GHG reduction through RE (Pg. 7, PIGGAREP UNDP Project Document, 2006).

The different components of PIGGAREP combine to provide a comprehensive framework of mitigation activities in the Pacific region (see Table 10), and align particularly well with PIFACC Theme 5 (Mitigation of Global Greenhouse Gas Emissions) and several sectoral themes.

Goal of project:

The reduction of the growth rate of GHG emissions from fossil fuel use in the Pacific Island Countries (PICs) through the removal of the barriers to the widespread and cost effective use of feasible renewable energy (RE) technologies.

Objective:

The key objectives of PIGGAREP are:⁵⁰

To bring about in the PICTs:

- Increased awareness and knowledge on RE and RETs among key stakeholders
- Increased number of successful commercial RE applications;
- Expanded market for RET applications;
- Enhanced institutional capacity to design, implement and monitor RE projects;
- Availability and accessibility of financing to existing and new RE projects;
- Strengthened legal and regulatory structures in the energy and environmental sectors; and,
- Increased awareness and knowledge on RE and RETs among key stakeholders

Further project details can be seen in Table 10.

⁵⁰ PIGGAREP UNDP Project Document 2006

Review of PIGGAREP and its relationship to the PIFACC.

Objective/Outputs	Implementing Countries	PIFACC Themes	Project Outcomes	Sectoral Themes	Funding	Dates
<p>productive uses of RE particularly in the rural and communities for use in schools, health centers, water supply and fishery, telecommunication, etc.</p> <p>expertise, experiences and skills to: (1) analyze RE resources measurements and data; (2) install, monitor and maintain RE installations; (3) review legislation, regulations and policies; and, (4) campaign, lobby for and disseminate RE success stories.</p> <p>legal, financial, technical advice and equipment for decentralized energy system projects in the PICs;</p> <p>understanding of the mitigation of GHG emissions and identification of RE technologies for supporting the development efforts of the PICs;</p> <p>legal, regulatory, planning and coordination for mitigation of GHG through the widespread use of RE.</p> <p>understanding of RE potential, and knowledge of RE resource availability in PICs;</p> <p>financially viable and 'bankable' climate change projects and identified number of RETs for productive purposes that are sustainable and not fossil fuel based alternatives;</p> <p>financially sustainable RE demonstration projects to successfully showcase the design, development, financing, implementation, operation, monitoring and evaluation of RE-based energy projects that can support the sustainable development of the PICs.</p> <p>sustainable capital base for supporting RE-based (electricity and non-electricity) projects in the PICs.</p>	<p>Cook Islands Kiribati Niue Nauru Fiji Samoa Solomon Islands Tonga Vanuatu Tuvalu</p> <p>(PNG also identified in Project Document but no activities took place under PIGGAREP)</p>	<p>Specifically: Mitigation of Global Greenhouse Gas Emissions</p> <p>Associated: 1. Governance and Cooperation 2. Partnerships and Cooperation 3. Education, Awareness and Training</p>	<p>To bring about in the PICs:</p> <p>1. Increased number of successful commercial RE applications;</p> <p>2. Expanded market for RET applications;</p> <p>3. Enhanced institutional capacity to design, implement and monitor RE projects;</p> <p>4. Availability and accessibility of financing to existing and new RE projects;</p> <p>5. Strengthened legal and regulatory structures in the energy and environmental sectors; and,</p> <p>6. Increased awareness and knowledge on RE and RETs among key stakeholders.</p>	<p>1. Mitigation 2. Renewable Energy 3. Technical Capacity Building 4. Technical Support 5. Market Development 6. Institutional Strengthening 7. Financial Support 8. Policy and Regulatory Support 9. Information and Awareness Enhancement</p>	<p>PIGGAREP is a USD 5.225 million GEF funded project.</p>	<p>July 2007 initially for a period of 5 years. Extended for another 2.5 years in 2011. Completed in 2015.</p>

Relevance and Alignment of PIGGAREP with the PIFACC

PIGGAREP is a good example of a regional project that links with several PIFACC themes. While PIGGAREP relates specifically to Theme 5 (Mitigation of Global Greenhouse Gas Emissions), activities implemented across the PICTs through PIGGAREP also relate to several other PIFACC themes including, Theme 1 (Governance and Cooperation) Theme 2 (Governance and Cooperation), Theme 4 (Education, Training and Awareness) and Theme 6 (Partnerships and Cooperation).

PIGGAREP enabled reduction in GHGs across the PICTs through the implementation of National Policies and Action Plans, increased the level of climate mitigation information and knowledge available through effective training, engagement and partnerships, and, through funding and collaboration, helped create a better market for RET.

Table 11 highlights how the PIFACC outcomes and Outcome Evaluation Questions (OEQs) align with PIGGAREP outcomes. Technically, PIGGAREP outcomes all fit within PIFACC Theme 5 (Mitigation of Global Greenhouse Gas Emissions). However, because the alignment of outcomes is imperfect (for example, some activities within one PIGGAREP outcome align with several different PIFACC outcomes) some license has been taken to better show how PIGGAREP aligns with more than one PIFACC theme.

Table 11: PIFACC outcomes and outcome evaluation questions' alignment with PIGGAREP outcomes

Theme	PIFACC Outcomes	PIFACC Outcome Evaluation Questions	PIGGAREP Outcomes
2. Governance and Decision-Making	2.1 Strengthened national and regional climate change governance mechanisms (i.e. policy and institutional frameworks)	Do formal organisations have access to relevant climate information and knowledge in guiding policy and decision making?	1. Improved knowledge about RE resources potential and increase the number of successful commercial RE applications on the ground
	2.2 Enhanced cross sectoral and multi-disciplinary coordination, collaboration and decision making around climate change	Are formal organisations and their policies/plans flexible in their decision making processes in responding to new threats posed by climate-related changes?	3. Enhancement of institutional capacity to design and implement RE
	2.3 Enhanced integration of climate change risks into development decision making process and assessment cycles, sectoral planning and management at all levels		5. Strengthened legal and regulatory structures in the energy and environmental sectors
6. Partnerships and Cooperation	6.1 Partnerships and organizational arrangements between government agencies, the private sector, civil society, the community and other stakeholders strengthened	Are established partnerships delivering:	2. Expansion of the market for RET applications
	6.2 CROP agency partnerships coordinated, harmonized and strengthened to promote joint planning, implementation and delivery of country focused outcomes	i) improved financial coordination in adaptation and mitigation activities?	3. Enhancement of institutional capacity to design and implement RE
	6.3 Existing and emerging international partnerships for the Pacific islands region on climate change and related issues strengthened, effectively coordinated and harmonized to maximize benefits to PICTs	ii) enhanced international advocacy?	4. Improvement of the availability of funding for existing and new RE projects
	6.4 Enhanced Pacific advocacy for further international reduction in greenhouse gases and to secure equitable levels of resources for adaptation.	iii) improved delivery of country focused outcomes?	6. Increased awareness and knowledge about RE among key stakeholders
3. Improving Understanding of Climate Change	3.1 Strengthened technical and institutional capacity to collect, store and analyse data used to detect climate change signals in the Pacific (current variability)	Has technical understanding of climate change improved?	2. Expansion of the market for RET applications
		Can technical staff readily access,	3. Enhancement of institutional

	3.2 Strengthened technical and institutional capacity to apply analytical frameworks, models and tools to project future climate changes in the Pacific (future climate change)	store and retrieve climate science information?	capacity to design and implement RE
	3.3 Strengthened capacity to apply analytical frameworks, models and tools (appropriate to the Pacific) to assess national and regional climate change vulnerability (impacts/vulnerability to current and projected climate changes)	Has the capacity of technical agents to provide guidance and advice to the government and private agencies increased? To what extent do the ministries communicate, interact and share information and knowledge with local informal organisations/institutions over issues of climate vulnerability/hazard/change? Has community awareness of climate change increased?	4. Improvement of the availability of funding for existing and new RE projects 6. Increased awareness and knowledge about RE among key stakeholders
4. Education, Training and Awareness	4.1 Increased awareness and understanding of climate change issues among communities and other stakeholders	What climate-related information do individuals use to guide their livelihood practices?	6. Increased awareness and knowledge about RE among key stakeholders
	4.2 Strengthened capacity to monitor and assess environmental, social and economic risks and impacts of climate change	Are training, monitoring and scholarship programs leading to increased capacity to incorporate climate information in decision making process in the government and the private sector?	
	4.3 Strengthened capacity to identify, design and implement effective adaptation and mitigation measures that integrate economic, scientific and traditional knowledge	Is relevant climate-related data reaching key stakeholders in appropriate form so that it can be used in a timely and appropriate manner?	
1. Implementing Tangible on-ground Adaptation Measures	1.1 Enhanced resilience to the adverse effects of climate change through the implementation of best practice adaptation and risk reduction measures	Are adaptation and mitigation measures drawing on best practice in climate change science, impact assessment and adaptation planning?	
	1.2 Improved access to equitable amounts of climate change financing at regional, national and community levels	Are on-ground adaptation measures addressing the livelihood needs of the communities in which they are implemented?	
	1.3 Improved management and dissemination of equitable amounts of climate change financing at regional, national and community levels		
5. Mitigation of Global Greenhouse Gas Emissions	5.1 Enhanced access to safe, secure, clean, efficient, and affordable energy supplies	Are there mechanisms in place to accommodate for and promote the sharing of risk and innovation?	1. Improved knowledge about RE resources potential and increase the number of successful commercial RE applications on the ground
	5.2 Enhanced ability to engage in carbon market mechanisms including REDD+ as measures to reduce greenhouse gas emissions	Do communities have access to new and improved technology needed to cope with climate-related changes?	2. Expansion of the market for RET applications
	5.3 Cost effective renewable energy technologies available and local sources sustainably managed		3. Enhancement of institutional capacity to design and implement RE
	5.4 Clean Development Mechanisms initiatives developed and implemented, where appropriate		4. Improvement of the availability of funding for existing and new RE projects 5. Strengthened legal and regulatory structures in the energy and environmental sectors 6. Increased awareness and knowledge about RE among key stakeholders

Reporting

Reporting against the outputs of PIGGAREP occurs quarterly. In addition, Annual Project Review/Project Implementation Review (APR/PIR) reports are developed for GEF reporting. Multipartite Review Meetings (MPR) also occur annually. In 2010 a midterm evaluation of PIGGAREP was undertaken and, at the end of 2014, the PIGGAREP Project Manager's Terminal Report was completed. In line with UNDP processes, the final evaluation of PIGGAREP is expected to be carried out at the closing stage of the project. It is also anticipated that key activities under PIGGAREP + (SIDS DOCK) will be completed during the months of May and June 2015. The Financial Audit for year 2014 was carried out in April.

Reporting for PIGGAREP has been consistent and mostly thorough, and provides useful information on how funds were spent and activities undertaken throughout the project. There are differences in reporting formats, however, within the reporting undertaken between years. For example, outputs in project reporting are not aligned with the outputs in the PIGGAREP Project Document Logframe. Project progress reporting, while aligned with the logframe outcomes, is not aligned with the logframe outputs. There are also instances where the outputs provided in quarterly reports are not addressed in others (i.e. 2007, 2008). This is due to changes in UNDP reporting requirements as well as logframe revisions that occurred throughout PIGGAREP implementation. It is also noted that quarterly reports were targeted at output level, whereas the APR/PIR reporting was more detailed and specifically responding to the UNDP log frames.

Some of the reporting challenges were identified in the 2010 Midterm Review:

The activities involving PIGGAREP support are categorized under the six PIGGAREP project components in the 2010 work plan and in the quarterly reports, but in many cases the links to achieving the objective of the stated component are not very clear. In addition, in many cases the outputs being delivered have only weak links to the achievement of the stated project outcomes as specified in the final agreed project brief. (PIGGAREP Mid Term Review, pg. 24).

However, a PIGGAREP Monitoring and Evaluation (M&E) process was implemented in the first quarter of 2013 (QPR1 2013), providing a more aligned and clearer picture of the outcomes, outputs, indicators and activities of PIGGAREP compared to previous reporting.

Alignment of PIGGAREP with the PIFACC themes, outcomes and evaluation questions

Based upon PIGGAREP quarterly project progress documents, Table 3 in Appendix 3 provides detailed illustrative examples of how PIGGAREP indicators and project level activities could be aligned with the PIFACC. This table serves as a template for how other regional and national climate change projects could be aligned with PIFACC. The table specifies where outputs of PIGGAREP align with the PIFACC themes and OEQs, however, due to the large volume of activities undertaken in PIGGAREP, not all activities are included.

Successes and Challenges

While the terminal report for PIGGAREP is not yet available, it is possible to see that there are some positive outcomes that have occurred under PIGGAREP that support the broader objectives of the PIFACC. PIGGAREP supported national level priorities to implement tangible mitigation activities; it enhanced technical capacity building and the integration of knowledge management to improve decision-making; and, PIGGAREP involved the partnership of regional agencies, international donors, and national governments.

One challenge, however, is in directly aligning PIGGAREP activities with the PIFACC Outcome Evaluation Questions (OEQs). As PIFACC reporting is voluntary, while the framework was referenced during PIGGAREP development, it does not appear to have been explicitly referenced throughout the project. This is evident by the logframe being used, which does not include any indicators provided in the PIFACC 2nd Edition, nor reference to the OEQs. This is not a fault of the project itself but more likely a function of a lack of reporting requirements from the PIFACC.

Key themes and lessons learned

- Given that the PIFACC was explicitly used as a framework in developing the PIGGAREP project, there is strong alignment between PIGGAREP and PIFACC outcomes. Alignment of reporting specific to the PIFACC themes and Outcome Evaluation Questions (OEQs) was not possible because the OEQs were not available at the time of PIGGAREP development. In addition, as with all other projects in the region, reporting to specific PIFACC themes was not mandatory.
- The PIGGAREP has a large list of detailed outputs that could be placed within the PIFACC framework. Integrated reporting would have facilitated a more thorough understanding of how national activities (country) can feed through a regional project (PIGGAREP) through to a regional framework (PIFACC).
- According to the PIGGAREP Project Manager's Terminal Report (Jan 2015), at the time PIGGAREP was developed, the activities created were based on the priorities of the countries at that time. During the period of PIGGAREP implementation, national priorities have changed due to new initiatives, new governments, new priorities with new plans, and new RE targets. This demonstrates the need for large-scale regional projects such as PIGGAREP to remain flexible to accommodate these changes, with built-in mechanisms for revising activities, outputs and outcomes.
- In addition, the report highlighted that the Pacific region is highly unique; countries have different needs, priorities, capacities and resources. It is important that RE projects in the Pacific, such as PIGGAREP, address issues such as the large distances between countries and countries' islands, and the challenge of supporting RE in remote and isolated islands that are not connected to a central power grid. Issues such as land ownership must also be considered for effective and sustainable implementation of RE and RET in the PICTs.
- Capacity issues at the national level remain a challenge for effective RE and RET adoption. In the Terminal Report, the Project Manager identified that most countries have only one person who is responsible for coordinating energy activities/projects at the national level. In addition, technical capacity is a constraint in most countries: long-term capacity needs to be strengthened for RE both at individual and institutional levels.

8. Conclusions and Lessons Learned

8.1 The PIFACC was successful in setting a framework for regional climate change activities.

As a regional strategy, the PIFACC demonstrated significant success in articulating regional priorities and making them visible to donors, guiding the development of national climate response frameworks, and providing a platform for the implementation of multi-country interventions such as PACC and PIGGAREP. The PIFACC was explicitly or implicitly used to guide the development of projects, primarily at their inception, for justification to donors and the international community, and in setting broad level approaches to climate action in the region. Survey results showed that, in general, the PIFACC was useful in guiding national work, however, countries also appear to be primarily addressing their own needs unilaterally with incidental or superficial reference to the PIFACC. It was also useful as a guiding document and in synthesizing regional priorities, but there was confusion around how the PIFACC could be used on a practical level with insufficient flexibility. Although **progress has been made under the PIFACC**, there were different views on whether this can be attributed to the PIFACC itself, or more general development in the region on climate action.

8.2 The PIFACC has improved access to information and partnerships.

Access to climate information has improved since the PIFACC was implemented across the PICTs. The establishment of the PCCP and increased climate related information across the PICTs contributed to this perception. In addition, the survey results showed a positive shift in technical understanding of climate change, although this was not reflected in the interviews. **Partnerships have also improved since the PIFACC was introduced**, but it is difficult to know how much or the extent to which the PIFACC can be attributed to this improvement. Although the **PIFACC** made valuable progress in this regard, the framework was perceived to lack the ability to **reap the full potential of partnerships**.

8.3 The role and operation of the PIFACC remains unclear despite the benefits it has delivered.

The PIFACC had considerable structural challenges in effectively responding to the variety of climate change issues across the PICTs. These include low levels of flexibility and responsiveness, local awareness and buy in to the framework, implementation support, communication and resources. There was also confusion over the PIFACC's purpose: was it intended as a high level guiding document or something that could be used practically to help countries work with donors and implementing partners to develop policies and implement them locally? Continuing confusion about the PIFACC's purpose and level of relevance to national policies demonstrates unresolved communication and engagement challenges that were present at the PIFACC's inception.

8.4 A lack of incentive to report on the PIFACC resulted in reporting challenges.

While mechanisms for reporting were developed, they were unable to ensure that effective periodic project performance M&E and climate change reporting was completed. This has contributed to insufficient climate change data and context-specific information, baselines, project performance information and lessons learned about what is working successfully, what is not and why. While the 2nd edition of the PIFACC attempted to address this issue by creating an M&E framework with a comprehensive list of indicators, it was not fully implemented and reporting remained inconsistent given that the PIFACC did not stipulate mandatory reporting. As a framework, it was useful for guiding projects, however, it did not provide adequate mechanisms and incentive for reporting.

While countries are collecting climate data and reporting against their national-level climate change

projects and policies, this reporting is not explicitly aligned with the PIFACC objectives and has not been effectively connected to the regional level, resulting in gaps between country and regional information and performance. In addition, the existing burden of reporting is seen as onerous on staff at the national level. Although duplication of reporting for different audiences is needed at certain points, for example, for national governments and for international donors, the addition of PIFACC reporting was seen as overly burdensome without adequate benefits.

8.5 There were limitations in the PIFACC's alignment with existing frameworks.

The PIFACC did not align or coordinate with existing national, international, and donor frameworks as well as it could have, and, in addition to issues of awareness of the framework over time, there was little current engagement or ownership of the PIFACC in the PICTs. This issue has a number of component parts:

- a) There has not been enough engagement, inclusion and coordination with national level organisations and implementing partners, resulting in inconsistencies in the PIFACC's implementation. Although the PIFACC does have a focus on tangible local outcomes, it does not adequately respond to community level needs in terms of *operationalisation*. As a static document, and with the PCCR only meeting every second year, it is also restricted in its capacity to effectively respond to emerging threats.
- b) The PIFACC was shaped by country priorities but the climate response landscape has changed dramatically over the last ten years, especially in the context of climate science, impacts and policy. Despite comprehensive revisions in 2009 and 2011, the PIFACC was not conceived as a living document and, therefore, remained insufficiently flexible and responsive in meeting changing country needs. The absence of an effective operational M&E system resulted in very little understanding of what was working and what was not at the regional level.
- c) Countries do not see the benefit of the additional effort of PIFACC reporting so it has remained incomplete. There are three main reasons for this perceived lack of benefit: 1) it duplicates the existing reporting burden, 2) there is no financial incentive to report to the PIFACC as there is to donors, and 3) reporting was not mandatory.
- d) Funding was inadequate for implementation of the PIFACC. Without dedicated PIFACC support and administration roles, it was difficult to coordinate the PIFACC and maintain adequate levels of awareness and engagement. Key stakeholders reported that more engagement was needed, including country visits, community consultations, training and more regular PCCR meetings, initiatives that were dependent upon more financial resources than those available.

8.6 Limited capacity in the Pacific Climate Change Roundtable (PCCR) led to limited accountability.

The PCCR is a useful opportunity to share updates and provide oversight of the PIFACC, however, it was unable to effectively coordinate PIFACC programs or provide a comprehensive regional overview of the PIFACC's performance. In the absence of dedicated support roles, the PCCR had limited capacity to enhance country level engagement, chase national performance reports, and ensure working groups met regularly to follow up on key action items, raise awareness and regularly report on the role, importance and key achievements of PIFACC initiatives at the regional level. Country reporting and participation in PCCR meetings was not mandatory, and the integration of the PIFACC at country levels remains inconsistent.

8.7 The Pacific Climate Change Portal (PCCP) is addressing an important gap, but not currently meeting user needs for information and reporting as effectively as it could be.

The PCCP is an important and useful improvement in access to climate information in the PICTs and contains a broad variety of useful project information, climate data and sectoral information. Finding relevant information, however, can be challenging due to some inconsistencies in classification of available

information, out of date country information, and the technical and capacity limitations experienced on some islands, such as poor internet access and capacity for reporting, respectively. While there are many active projects relating to the PIFACC themes, their inclusion in the PCCP has not always included accurate thematic classification. This means that searches in the PCCP, do sometimes, but not always, retrieve all of the relevant documents that are available.

In addition, climate data in the PICTs is drawn from a considerable variety of sources, which may not always be available through the PCCP. The PCCP has addressed this by adding links to other data repositories, but reluctance to share national and donor data remains a considerable challenge in ensuring that the PCCP is a credible central information source for the PICTs.

9. Recommendations

Although there were some structural issues affecting the use of the PIFACC, there are a number of strong opportunities to build on the lessons learned from the framework to improve future directions. As a result, in response to the findings discussed above, we make the following recommendations:

9.1 Build on the **participatory design approach** used in the PIFACC for any **new regional policy framework** in order to identify priorities, and maximise engagement and ownership across regional, national, local community and donor organisations. This will allow the new strategy/framework to build on existing national and donor reporting mechanisms and data, rather than duplicating what already exists. This was carried out with the PIFACC, and has been carried out with the SRDP⁵¹, however, there are specific points that should be considered:

- a. Ensure that there is a **clear, agreed and well-understood objective of what the framework is aiming to achieve from the outset**. For example, is it a high level document providing guidance to countries, does it provide practical tools to address common needs such as policy development and implementation, or does it serve to address regional issues which individual PICTs alone cannot, or is it a combination of all three of these aims? This will help to address some of the challenges that the PIFACC experienced in terms of awareness, understanding, relevancy and buy-in.
- b. A regional framework should **provide value at the regional level that is beyond the capacity and scope of individual PICTs to execute**. For example, many countries identified that the PCCP is a useful document repository and that they use it to access regional documents. The framework should articulate and enhance shared benefit, leveraging and coordinating national efforts towards shared goals. As a unified group, the PICTs will also be able to negotiate better outcomes in international agreements and funding arrangements, benefits that will enhance their capacity to meet their national objectives.
- c. The design of the new framework should also include the **establishment of a monitoring and evaluation framework that leverages existing country and program reporting**, and generates consistent performance data (per recommendation 1). The M&E framework should also provide practical tools to support national level M&E. Any future M&E framework should provide clear guidance to PICTs on its purpose and how to use it, so that it creates added value for PICTs (see also recommendation on technology below).

⁵¹ As part of the Roadmap process, an online consultation was carried out in February and March 2014 to gather views on the SRDP from regional stakeholders: www.pacificdisaster.net:8080/plone/roadmap

- d. Ensure that the new policy framework includes **funded positions** dedicated to:
 - i. Monitoring and evaluation
 - ii. Partnerships and advocacy
 - iii. Financial Coordination
 - iv. PCCP and information management
 - v. Country based technical experts
 - vi. Full time secretariat positions, including for sectoral working groups.
- e. **Ensure that flexibility is built into the framework** so that it can respond to changing needs of countries. This requires ongoing monitoring and evaluation of the framework (more than a midterm and final evaluation).

9.2 Invest political and financial capital in collaborative governance with oversight at connected regional and national levels. To ensure Recommendation 2 is effective, countries need to both be supported through an adequately resourced and framework-specific regional secretariat, and have obligations to report to the framework. This includes:

- a. Effective establishment of technology and frameworks for reporting is essential to reduce burden at the country level, and to show that reporting *is an integral component of improving projects and programmes rather than a tick box exercise*. Relating reporting to both opportunities for funding and improvement, *and* compliance is, therefore, essential to create a useful integrated regional framework.
- b. Clearly defining role and responsibilities for countries, SPREP, and PCCR. Defined focal points at national level need to actively communicate with the focal point at the regional level.

9.3 Enhance community level engagement

- a. Any new regional climate change response framework should adopt a policy of participatory approaches to community-based needs assessments, program design, and updates on the implementation and success of community based programs. This information should be used to inform country climate data, responses to emerging threats, and adjustments to projects and policy design.
- b. Extend community awareness programs to enhance understanding of climate change issues. This is happening with other Pacific programmes, however, the new regional framework should strive to integrate the learnings from them.

9.4 Capacity and training

- a. Maximise available benefits to support local students participating in climate change training, mentoring and scholarships. Leverage existing and new industry partnerships to develop traineeships and training programs, for example with GIZ.
- b. Improve technical training for data collection, reporting, analysis and application.
- c. Develop a user-friendly training manual at the national and regional level to help familiarize people with the framework and address human resource issues (for example, high turnover) resulting in the loss of institutional knowledge and time for operational implementation.

9.5 Dedicate resources toward communication, engagement and awareness raising to ensure that stakeholders are aware of the framework and understand its relevance to them and their work. Provide regular, easy to digest updates on progress to create interest and buy-in. Ensure that framework documents avoid technical language and jargon so that they are as accessible as possible. Consider using a variety of communication tools to reach different audiences (video and animation, participatory video, photo stories related to case studies, a user-friendly website and social media) and create programmes to suit different audiences with respect to specific components of the framework.

9.6 Information Communication Technology (ICTs) and Web-based information systems (portals, mobile applications, computing and telecommunications) offer opportunities to streamline reporting to assist with buy in, integrate national and regional platforms, and create opportunities for improved project success.

- a. Improve user-friendliness of PCCP, including access and the categorisation of documents and climate information. Support countries that do not yet have climate change portals, to build and integrate national climate change portals into the PCCP to help automate data sharing and reporting. Experience with existing national portals has already shown under the PIFACC that integration is technically possible, politically useful, and in demand by countries. Building on this experience, and scaling up implementation, will assist in broader regional framework support. However, this must be integrated across the region: a multitude of unconnected platforms does not serve a useful outcome.
- b. Invest in effective online/script technology, alongside streamlined reporting, to assist countries in having flexible reporting templates that automatically filter into national and regional databases according to desired indicators. Support countries through templates but also through training, coordination and technology. Countries will not use the template for reporting if seen as an added burden.
- c. Harness the use of new ICTs (e.g. internet, mobile phones) in the context of reporting successes, lessons learned, and outcomes associated with the integrated reporting framework. This should be integrated with the improved national and regional portals, and, essentially, with improved capacity building and training. However, using ICTs is not a 'set and forget' exercise – it requires user-led design, education, and investment in local capacity to fulfil its potential (Wadley et al. 2014).

Additional recommendations for ICT use have been provided in Appendix 4.

9.7 Invest in attracting regional funding to be administered by SPREP. SPREP has been successfully accredited to the Green Climate Fund (GCF) as a Regional Implementing Entity (REI). Regional funding would be a significant incentive for countries to engage with the regional framework, and would give SPREP some authority in implementing (and monitoring) standards for reporting, data and progress updates. It would also give SPREP some resources to administer any future.

Final thoughts

The PIFACC has provided a useful framework in addressing key ideas and themes on climate action in the Pacific. Despite its limitations there have been improvements and significant lessons learned that can be taken forward into new frameworks. There are large opportunities to scale up climate change action in the region, especially with the inclusion of SPREP as an Regional Implementing Entity under the Green Climate

Fund (GCF), when alignment is created, reporting burden reduced, technology appropriately used, and partnerships effectively creating action locally, nationally, and regionally.

References

Asia Pacific Adaptation Network (APAN) – Secretariat of the Pacific Regional Environment Programme (SPREP) Workshop on monitoring and evaluation on the Pacific Islands Framework for Action on Climate Change (PIFACC) Report, Apia, Samoa, 2014

Commonwealth Expert Group on Climate Finance (2013) Improving Access to Climate Finance for Small and Vulnerable States: A Report of the Commonwealth Expert Group on Climate Finance to the Commonwealth Heads of Government Meeting 2013

Federated States of Micronesia (2007) Country Profile

<http://www.pacificclimatechange.net/index.php/eresources/documents?task=view&id=314&catid=108>

Hay, J (2009) Assessment of Implementation of the Pacific Islands Framework for Action on Climate Change (PIFACC)

Hay, J (2010) Mid Term Review: Pacific Islands Framework for Action on Climate Change (PIFACC) and the PIFACC Action Plan

Hunnam, P, Kenny, G and Carpenter, C (2010) Pacific Adaptation to Climate Change (PACC) Project Mid Term Review

<http://www.pacificclimatechange.net/index.php/country-profiles/am-main>

<http://www.pacificclimatechange.net/index.php/country-profiles/cnmi-country-profile>

<http://www.pacificclimatechange.net/index.php/country-profiles/cook-islands>

<http://www.pacificclimatechange.net/index.php/country-profiles/fiji>

<http://www.pacificclimatechange.net/index.php/country-profiles/overview>

<http://www.pacificclimatechange.net/index.php/eresources/documents?task=view&id=514&catid=116>

IPCC (2014) Climate Change 2014: Synthesis Report. Contribution of Working Groups I, II and III to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change

OECD, Development Assistance Committee (DAC) Principles for Evaluation of Development 2008, online at <http://www.oecd.org/dac/evaluation/2755284.pdf>

OECD, Glossary of Key Terms in Evaluation and Results Based Management, 2010, online at <http://www.oecd.org/dac/evaluation/2754804.pdf>

Pacific Adaptation to Climate Change (PACC) (2010) Project Strategy

Pacific Adaptation to Climate Change (PACC) (2014) Project Regional Logframe

Pacific Adaptation to Climate Change (PACC) (2014) Project Structure

Pacific Adaptation to Climate Change (PACC) (undated) Project Document

Pacific Adaptation to Climate Change (PACC) (2013) Project Implementation Report and Output Progress

Pacific Adaptation to Climate Change (PACC) (2014) M&E Workshop Final Report

Pacific Adaptation to Climate Change (PACC) (2014) Project Key MPR Recommendations

Pacific Adaptation to Climate Change (PACC) (2013) Summary of Financial Information for Year ending 2013 Financial Summary

Pacific Adaptation to Climate Change (PACC) (2014) 5th Multipartite Review (MPR) Meeting Report

Pacific Adaptation to Climate Change (PACC) (2013) Audit Report

Pacific Adaptation to Climate Change (PACC) (2013-14) Technical Reports 1-12

Pacific Climate Change Portal (2013) Climate Updates

<http://www.pacificclimatechange.net/index.php/eresources/climate-updates>

Pacific Climate Change Portal Country Profiles: American Samoa

Pacific Climate Change Portal Country Profiles: Cook Islands

Pacific Climate Change Portal Country Profiles: Federated States of Micronesia

<http://www.pacificclimatechange.net/index.php/country-profiles/fsm>

Pacific Climate Change Portal Country Profiles: Fiji

Pacific Climate Change Portal Country Profiles: Kiribati

<http://www.pacificclimatechange.net/index.php/country-profiles/kiribati>

Pacific Climate Change Portal Country Profiles: Marshall Islands

<http://www.pacificclimatechange.net/index.php/country-profiles/marshall-islands>

Pacific Climate Change Portal Country Profiles: Nauru

<http://www.pacificclimatechange.net/index.php/country-profiles/nauru>

Pacific Climate Change Portal Country Profiles: Niue

<http://www.pacificclimatechange.net/index.php/country-profiles/niue>

Pacific Climate Change Portal Country Profiles: Northern Marianas

Pacific Climate Change Portal Country Profiles: Palau

<http://www.pacificclimatechange.net/index.php/country-profiles/palau>

Pacific Climate Change Portal Country Profiles: Papua New Guinea

<http://www.pacificclimatechange.net/index.php/country-profiles/papua-new-guinea>

Pacific Climate Change Portal Country Profiles: Samoa

<http://www.pacificclimatechange.net/index.php/country-profiles/samoa>

Pacific Climate Change Portal Country Profiles: Solomon Islands

<http://www.pacificclimatechange.net/index.php/country-profiles/solomon-islands>

Pacific Climate Change Portal Country Profiles: Tokelau

<http://www.pacificclimatechange.net/index.php/country-profiles/tokelau>

Pacific Climate Change Portal Country Profiles: Tonga

<http://www.pacificclimatechange.net/index.php/country-profiles/tonga>

Pacific Climate Change Portal Country Profiles: Tuvalu

<http://www.pacificclimatechange.net/index.php/country-profiles/tuvalu>

Pacific Climate Change Portal Country Profiles: Vanuatu

<http://www.pacificclimatechange.net/index.php/country-profiles/vanuatu>

Pacific Climate Change Portal Country Profiles: Wallis and Futuna

Pacific Climate Change Roundtable (2011) Adaptation and Mainstreaming Working Group Report

Pacific Climate Change Roundtable (2013) Adaptation and Mainstreaming Working Group Report (2013)

Pacific Climate Change Roundtable (2013) Knowledge Management Working Group Report (2013)

Pacific Climate Change Roundtable (2011), Knowledge Management Working Group Report (2011)

Pacific Climate Change Roundtable (2011), Mitigation Working Group Report

Pacific Climate Change Roundtable (2013) PCCR Meeting 2013: Report of Proceedings Pacific Climate Change Roundtable (2011), Report on the summary of outcomes and proceedings from the Niue Pacific Climate Change Roundtable Meeting, 14 to 17 March, 2011

Pacific Climate Change Roundtable (2011), Resources Working Group Report

Pacific Islands Forum Secretariat (2012) Climate Change Financing (CCF) e-Newsletter [online] 1:1
<http://www.forumsec.org/resources/uploads/attachments/documents/PIFS%20Climate%20Change%20Financing%20e-Newsletter%20-%20June%202012.pdf>

Pacific Islands Forum Secretariat (2013) Pacific Climate Change Finance Assessment: Nauru Case Study 2013, online at
<http://www.pacificclimatechange.net/index.php/eresources/documents?task=view&id=905&catid=124>

Pacific Islands Forum Secretariat (2013) Pacific Climate Change Finance Assessment Framework: Final Report

Pacific Meteorological Council (2012) Pacific Islands Meteorological Strategy 2012-2021: sustaining

Pacific Meteorological Council (2013) Report of the Second Meeting of the Pacific Meteorological Council, Nadi, Fiji

PIFACC (2005) Pacific Islands Framework for Action on Climate Change 2006-2015

PIFACC (2011) Pacific Islands Framework for Action on Climate Change 2006-15, 2nd Ed.

Pool, Frank (2010) Pacific Islands Greenhouse Gas Abatement through Renewable Energy Project (PIGGAREP) Mid Term Evaluation Final Report

PIGGAREP Annual Project Review/Project Implementation Review (APR/PIR) reports 2007-14

PIGGAREP Multipartite Review Summary Report 2014

PIGGAREP Quarterly Progress Reports 2013-14

PIGGAREP UNDP Project Document 2006

Secretariat of the Pacific Community (SPC) and Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH (2010) Adaptation to and Mitigation of Climate Change in the Agriculture and Forestry Sector- Collection of Best Practices

SPREP (2012) Climate Change Matters, [online] 1,

SPREP (2013) JNAP Development and Implementation in the Pacific: Experiences, Lessons and Way Forward, online at
<http://www.pacificclimatechange.net/index.php/eresources/documents?task=view&id=900&catid=0>

SPREP (2014) Performance Monitoring and Evaluation Report (PMER) on the 2013 Work Programme and Budget

SPREP (2014) Performance Monitoring and Evaluation Report (PMER) on the 2013 Work Programme and Budget

SPREP (2011) Performance Monitoring and Evaluation Report (PMER) on the 2011 Work Programme and Budget

SPREP (2010) Performance Monitoring and Evaluation Report (PMER) on the 2010 Work Programme and Budget

SPREP (2015) Climate Change Matters, [online] 32,
<http://www.pacificclimatechange.net/index.php/eresources/documents?task=view&id=1431&catid=116>

SPREP (2013) JNAP development and implementation in the Pacific: experiences, lessons and way forward

SPREP (2015) Regional Synthesis Report of the Implementation of the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005-2015 (RFA) and the Pacific Islands Framework for Action on Climate Change 2006-2015 (PIFACC)

SPREP, UNDP (2014) Mainstreaming climate change adaptation in the Pacific: a practical guide weather and climate services in Pacific island countries and territories

Ualesi, Sili'a Kilepoa (2015) Pacific Islands Greenhouse Gas Abatement through Renewable Energy Project Terminal Report

USAID SPREP (2013) Ecosystem-based adaptation and climate change vulnerability in Choiseul Province, Solomon Islands: Synthesis Report

USAID SPREP (2012-14) USAID Adaptation Project: Choiseul Project Progress Report

Appendices

Appendix 1 Database Country Document Analysis

Appendix 2 Survey Organisation List

List of Organisations Surveyed

Asian Development Bank
Climate Change Cook Islands, Office of the PM
Curriculum Development Unit (Ministry of Education and Training), Vanuatu
DCIE
Department of Environment, Niue
Department of Environment, Tuvalu
European Union
Faculty of Education, National University of Samoa
GIZ
International Renewable Energy Agency (IRENA)
Kiribati Teachers' College, Ministry of Education
Ministry of Education and Training, Tonga
Ministry of Education- Curriculum Development Centre, Kiribati
Ministry Of Environment, Climate Change, Disaster Management and Meteorology, Solomon Islands
Ministry of Foreign Affairs, Marshall Islands
Ministry of Meteorology, Energy, Information, Environment, Climate Change and Communications (MEIDECC)
Ministry of Natural Resources, Government of Niue
MNRE, Samoa
National Environment Service, Cook Islands
National Weather Service, Palau
National Weather Service, PNG
Office of Environment and Emergency Management, FSM
Office of Environmental Planning and Policy Coordination, Marshall Islands
SAMOA Permanent Mission to the United Nations
SPC
SPREP
The Ministry of Climate Change, Vanuatu
The Office of Environmental Response and Coordination, Palau
UNDP
United Nations Development Programme Pacific Centre
USP
Vanuatu Meteorology and Geo-hazards Department
Vanuatu Meteorology and geo-Hazards Department, Climate Change and Disaster Risk Reduction
Project Management Unit
Vanuatu Qualification Authority
Weather Service Office, Chuuk, FSM

Appendix 3: Case Study PIFACC Alignment Tables

Appendix 4: Technology Recommendation

Technology can play an important role in improving the management and effectiveness of regional policy frameworks. This is especially the case where the framework would **benefit from reporting of indicators from the project level through to national and regional frameworks.**

The evaluation of PIFACC noted that the use of web portals is a useful way of storing information, but is limited in assisting with ongoing reporting. This is due to limited awareness of PIFACC (e.g. in Vanuatu where the portals are linked), difficulties in finding a common reporting system, and a lack of incentive to report (i.e. not tied to compliance or future funding). A central problem is also the lack of capacity for local and national project officers/managers to report via a new system; there is increased burden not only in using and adopting new technology but also in completing additional reporting when reporting requirements to national government and donors already exist.

Recent research has shown, however, the ability to use mobile information communication technology (ICT) such as mobile phones and tablets in climate change reporting in the Pacific (Bumpus et al, in review). Apidae has also worked specifically on using mobiles for reporting the perceptions of climate change in the Pacific.⁵² A well-designed, streamlined and easy to use technology could significantly reduce burden on local and national project officers and improve harmonization of reporting from local to regional (and international) levels.

A specific recommendation, therefore, for future DRR and Climate Change reporting frameworks, is for investment to be made in technology, with human capacity to support it, to assist in the reporting of project effectiveness. This system would enable a streamlined and structured way to collect and use data effectively. In addition to investing in the technology, it would also require investment in dedicated human resources to manage and ensure the effective use of the system in addition to training with country officers to improve reporting activities.

⁵² <http://www.apidae.com.au/work/sharing-perceptions-of-adaptation-resilience-and-climate-knowledge>

Annexes

PIFACC Evaluation TOR