

**A Roadmap towards a Post 2015 Integrated Regional Strategy for Disaster Risk Management and Climate Change Adaptation & Mitigation - Strengthening Coordination in the Mainstreaming of Disaster and Climate Risk into Planning and Decision-making Processes at Regional, National and Sub National Levels in the Pacific**

## **1. Introduction**

This document presents a 'Roadmap to 2015' to help facilitate the development of an integrated regional strategy for Disaster Risk Management (DRM) and Climate Change Adaptation and Mitigation (CCA&M) in line with the decision to integrate DRM and CCA&M efforts at national and sub national levels by Pacific island countries (PICs) and various regional and global fora in recent years.

There has been support for the integration of DRM and CCA&M at global, regional and national level in the Pacific. The support has been voiced at relevant fora and in reports and includes:

### International

- The Bali Action Plan UNFCCC 2007;
- The Cancun Adaptation Framework UNFCCC 2010;
- The 2009 and 2011 UNISDR Global Platform for Disaster Risk Reduction.

### Regional

- The 2009 and 2010 Meetings of the Pacific Platform for Disaster Risk Management, co-convened by SPC/SOPAC and UNISDR;
- The High Level Conference on Climate Change in the Pacific, organized by the EU Global Climate Change Alliance in March 2011, in Vanuatu.
- The 2009 and 2011 Pacific Climate Change Roundtables, coordinated by SPREP
- The 2008 and 2009 Pacific Islands Forum Communiqués
- The 2008 Niue Declaration on Climate Change
- The 2010 Mid-term Reviews of;
  - o The Hyogo Framework for Action and Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015 (RFA),
  - o The Pacific Islands Framework for Action on Climate Change 2006 – 2015 (PIFACC), and related regional consultation meetings and
  - o National HFA/RFA Progress reviews
- Lessons for Future Action: CCA and Disaster Risk Reduction Lessons Learned Conference, organized by the Government of Australia and SPREP in May 2011, in Samoa.

The expressions of support for integration arising out of the above meetings and reports are listed in Annex 1.

This draft Roadmap has been developed in consultation with a range of regional and global development partners and donors in addition to DRM and 'Climate Change' stakeholder groups from within the PICTs.

## 2. Background

The Pacific islands region is highly exposed to a numerous environmental and natural hazards of geological and hydro-meteorological origin including earthquakes, volcanic eruptions, tsunamis, cyclones, river and coastal flooding (including coastal inundation), landslides, and droughts. Vulnerability is exacerbated by the small land areas of the islands coupled with large physical distances both within and between states. In addition to this the economies of small island states are often narrow based on subsistence agriculture and consequently fragile. The region could remain disaster prone in the years to come and continue to suffer severe constraints from the economic impact of disasters.

There is deep concern over the current and future adverse impacts of climate change, which is exacerbating the existing levels of disaster risk. This places an additional burden on humanitarian and development systems in the Pacific. In the past decade post disaster civil unrest, health and pollution related hazards have gained increased prominence as a result of population increase, urban drift, tourism, uneven wealth distribution and political pressures. Tropical cyclones and floods are the most frequent cause of disasters in the region and these are expected to intensify due to climate change. Other hazards, such as seismic activity and subsequent tsunamis may have the potential to cause greater losses as recently demonstrated by the experience of Papua New Guinea in 1998, the Solomon Islands in 2007 and Samoa in 2009. In the future it is expected that the PICTs will experience magnified risk manifests in the form of more infrequent yet intensive catastrophes. In addition it is also expected that there will be an increased frequent of events with lower levels of damage and loss, of which many are associated with climate-related hazards. In PICTs, these damages and losses are generally not insured resulting in an ongoing leakage of resources from development budgets to deal with relief, recovery and reconstruction as well as steadily eroding livelihoods, rendering at risk communities more vulnerable. Another factor which can increase a countries level of risk is Governance. Those countries with high governance measured in the human development indicators generally have lower levels of risk than countries with weaker governance (Global Assessment Report, 2009).

To address the challenges posed to sustainable national development by the range of natural hazards, Pacific leaders in October 2005 approved the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015 (commonly referred to as the Regional Framework for Action or RFA) and the Pacific Islands Framework for Action on Climate Change 2006 – 2015 (PIFACC). These regional instruments provide a policy for making investments that aim to strengthen the resilience to disasters and climate change at regional, national and sub national levels within all Pacific island countries. The RFA is the Pacific adaptation of the Hyogo Framework for Action 2005 – 2015 which was adopted by 168 governments at the World Conference on Disaster Reduction in January 2005. The PIFACC is aligned to the UN Framework Convention on Climate Change (UNFCCC) which came into force in 1994 and provides an overall framework through which countries can address the challenges posed by climate change<sup>1</sup>. The RFA and PIFACC were both identified as imperatives for action under the Pacific Plan endorsed by Pacific leaders in October 2005.

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<sup>1</sup> [http://unfccc.int/essential\\_background/convention/items/2627.php](http://unfccc.int/essential_background/convention/items/2627.php)

### 3. Disaster Risk Management, Climate Change Adaptation and Mitigation: What do these terms mean?

The principal audience of this Roadmap comprises both DRM and climate change practitioners. It is therefore prudent to start with clarifying some of the underlying concepts and terminologies used by the respective communities of practice. This will help to build understanding and provide a common ground for exchange and collaboration.

Disaster Risk Management (DRM) is defined as “the systematic process of using administrative directives, organisations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster”.<sup>2</sup> Common examples of activities or measures linked to DRM are: development and implementation of flood management systems; irrigation schemes; enforcement of building codes; introduction of disease resistant crops; implementation of end-to-end early warning systems; development and use of risk databases and other information collections to inform DRM and development decision-making; development and implementation of emergency response plans; and, risk sensitive recovery and reconstruction following disasters.

Climate change leads to gradual changes in variables such as average temperature, sea level, and amount of precipitation. Climate change also contributes to more frequent, severe and unpredictable hazards such as cyclones, floods and heat waves—“extreme weather events.”

**Climate Change Adaptation (CCA)** is defined as “Adjustments in natural or human systems in response to actual or expected climatic stimuli or their effects that moderate harm and exploit beneficial opportunities”<sup>3</sup>. This can include: (a) adapting development to gradual changes in average temperature, sea level and precipitation; and (b) reducing and managing the risks associated with more frequent, severe and unpredictable extreme weather events<sup>4</sup>.

Adaptation measures have focused—either proactively or reactively— on reducing climate risks. Examples of **Proactive** CCA measures are: crop and livelihood diversification; insurance; house design; rainwater harvesting and supplementary irrigation; relocation of people/communities; retrofitting of infrastructure, seasonal climate forecasting, and increasingly also community based disaster risk reduction. Examples of **Reactive** CCA measures are: Emergency response, disaster recovery, migration<sup>5</sup>.

**Climate Change Mitigation (CCM)** is “a human intervention to reduce the sources or enhance the sinks of greenhouse gases”<sup>6</sup> and attempts to deal with the causes of climate change through actions that prevent or limit the increase of atmospheric greenhouse gas (GHG) concentrations by limiting current and future emissions from sources of GHGs and enhancing potential sinks<sup>7</sup> for GHGs. Some examples of Climate Change Mitigation include using fossil fuels more efficiently for industrial processes or electricity generation, switching to solar energy or wind power, improving the insulation of buildings, and reforestation and expanding forests and other “sinks” to remove greater amounts of carbon dioxide from the atmosphere. Initiatives such as reducing emissions from deforestation and degradation (REDD) is advocating that there is economic and ecological value of forests as it absorbs CO<sub>2</sub>. The ocean as sinks for CO<sub>2</sub> in terms of coral reefs and sea grass are yet to

<sup>2</sup> 2009 UNISDR Terminology on Disaster Risk Reduction, UNISDR 2009

<sup>3</sup> UNFCCC Glossary [http://unfccc.int/essential\\_background/glossary/items/3666.php](http://unfccc.int/essential_background/glossary/items/3666.php)

<sup>4</sup> Strengthening Climate Change Adaptation through Disaster Risk Reduction: Briefing Note 3, UNISDR 2010.

<sup>5</sup> See IPCC Forth Assessment Report.

<sup>6</sup> UNFCCC Glossary.

<sup>7</sup> A ‘Carbon sink’ is something which absorbs more carbon dioxide than it releases (e.g. forests)/ a reservoir capable of storing carbon dioxide to prevent its release into the atmosphere

be fully explored in the Pacific including the implication of ocean acidification on livelihoods and the coral reefs that protect the islands.

The examples above clearly demonstrate considerable synergies and overlap between both communities of practice. However, progress in coordinating and integrating DRM and CCA&M has only recently advanced.

#### **4. Overall Situation**

Since the approval of RFA and PIFACC in 2005 a number of countries have made progress with the implementation of these frameworks at a national level through National Action Plans for DRM (Vanuatu, Marshall Islands, Cook Islands) and/or National Adaptation Programmes of Action (all Pacific Least Developed Countries – Vanuatu, Solomon Islands, Tuvalu, Kiribati and Samoa) and other related plans and policies. Increasingly, PICs have recognized the threat of increased disasters posed by the variability stemming from climate change and have taken initial steps to address disaster and climate risks in an integrated manner. Tonga in July 2010 became the first PICT to develop a Joint National Action Plan for Climate Change and Disaster Risk Management. Since then a number of other countries have followed suit. 'Joint National Action Plans' as they have come to be referred to are being developed for the Cook Islands, the Republic of the Marshall Islands, Niue and Tuvalu. Fiji and the Federated States of Micronesia are also considering such an integrated initiative. The potential for the expansion of these plans to other PICTs exists in a number of countries.

The development and implementation of these National Action Plans is supported by development partners and donors that are affiliated to two major regional groupings, the Pacific DRM Partnership Network and the Pacific Climate Change Roundtable. Prominent in these networks are the Secretariat of the Pacific Community (SPC) through its Applied Geoscience and Technology Division, the Secretariat for the Pacific Regional Environment Programme, United Nations Development Program (UNDP), the United Nations International Strategy for Disaster Risk Reduction (UNISDR), and others.

#### **5. Rationale for Integration: Disaster and Climate Risk into Development**

While disaster and climate change concerns have different origins, they overlap in many aspects through the common factors of weather and climate and the similar tools used to monitor, analyse and address adverse consequences. Therefore, it makes sense, to consider and implement them in a systematic and integrated manner. For example, risk assessments, flood management systems and building code enforcement contribute to both policy goals. At the same time there are also areas distinct to each such as earthquake risk engineering for disaster risk reduction, and for climate change a reduction of Green House Gas (GHG) emissions.

CCA&M and disaster risk reduction are not sectors in themselves but must be implemented through the policies of other sectors, in particular, those of agriculture, water resources, health, land use, environment, and finance and planning. There are also linkages with other cross-cutting policies, most notably poverty eradication, planning for sustainable development, education and science.

Past experience in implementing disaster risk reduction can contribute greatly to climate change adaptation, in terms of policy and institutional approaches as well as technical methods and tools. These include the Hyogo Framework/RFA and National Action Plans/Joint National Action Plans, legislation development, multi-stakeholder national platforms, technical networks, and approaches to community participation. Equally, many of the approaches being developed for climate change

adaptation, such as vulnerability assessments, sectoral and national planning, capacity-building and response strategies, are directly supportive of disaster risk reduction.

The shared aim of DRM, CCA&M is to reduce the vulnerability of societies to hazards by improving the ability to better anticipate, resist, prepare for, respond to and recover from their impacts. An integrated approach, that reduces the risks to sustainable national development from multiple hazards or phenomenon, whether climate-related or geophysical and of sudden or slow onset, is more effective and takes into account the existing national and regional capacities to address these concerns.

The benefits of integration are:

- Improved overall governance of DRM and CCA&M at national and sub national levels
- Improved coordination of national and regional and as well sectoral efforts in support of mainstreaming disaster and climate risk into planning and decision-making processes
- Improved coordination of donor financing for particularly DRM and CCA
- Reduced stresses to regional and national planning/implementation and related support systems (including financial and human resources) – taking into account challenges of absorptive capacity
- Optimising the availability of accurate data and information to inform DRM, CCA&M and development decision-making

## 6. Overcoming Barriers to Integration

In acknowledgement of the foregoing, a number of Pacific island countries have decided to integrate their DRM and CCA efforts and in the case of Tonga CCM as well. This means overcoming a number of barriers to integration that are currently emerging in the PICs. Examples of some of the barriers are listed below and the actions taken thus far to address them:

**Lack of accurate assessment of existing and future risks:** Given that climate change is magnifying disaster risk levels, the assessment of *existing* risks has to be the starting point for reducing and managing *future* risks. Accurate probabilistic assessments of climate-related risks should be used to assess the cost-effectiveness of different risk reduction and management strategies in order to optimize public investments and development planning. This can help countries clearly identify which risks can be reduced and the level of risk to transferred through insurance, improved preparedness and other mechanisms. To be able to accurately assess countries' existing risks, additional efforts are required to systematically report and hazard and exposure data. If disaster risk can be reduced, then the magnifying effect of climate change will also be reduced and adaptation is facilitated<sup>8</sup>.

Considerable progress has been made towards the development of disaster risk assessment tools to help countries better understand, model and assess their exposure to natural disasters. Eight national exposure databases for PICs (i.e. Cook Islands, Fiji, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu, and Vanuatu), were consolidated into a regional database encompassing risk, hazard, and vulnerability data that is required for the future development of an appropriate disaster risk financing and insurance mechanism for the Pacific and as well to help inform decisions on DRM, CCA and development planning and decision-making in general. Other advances in the region, include two pilot initiatives to set up Disaster Inventories in Vanuatu and the Solomon Islands to systematically record information on the damage incurred from historic and new disaster events to

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<sup>8</sup> Strengthen Climate Change Adaptation through Disaster Risk Reduction: Briefing Note 3, UNISDR 2010.

inform risk assessments; and a Regional Pilot Training Workshop on Assessing the Economic Impacts of Disasters in the Pacific to introduce the Damage, and Loss and Needs Assessment Methodology in the Pacific.

**Lack of coordination of responsibilities for DRM and CCA&M:** Institutionally, the responsibility for the strategic coordination of CCA&M and DRM has been assigned to the national Environment Ministry and the National Disaster Management Office (or equivalents) and in addition has not received a significant profile within the planning mechanism of sectoral and sub national level agencies. This has given rise to increased challenges in terms of coordinating the intersecting nature of the DRM and CCA initiatives in particular. There is a case that this should be brought into a central ministry such as planning or finance. Also important are specific mechanisms such as interdepartmental committees and joint planning to systematically link policies on adaptation and disaster risk reduction. This is particularly relevant for capacity-constrained PICs to help ease the burden of parallel tracks of planning, programming and implementation. Otherwise administrative processes will continue to add to countries' stock of risk. This integration includes medium- and long-term planning and investments that take account of changes in climate averages as well as planning and investment to address risks associated with present and future climate extremes<sup>9</sup>.

In the Pacific some countries have made efforts to harmonise institutional arrangements for DRM and CCA&M as in the case of Tonga in relation to the development and implementation of the Joint Climate Change and DRM NAP in 2010; the Cook Islands which is establishing a Climate Change and DRR coordination unit in the Office of the Prime Minister and; Kiribati which has established a Strategic Risk Unit in the Office of the President to coordinate climate change, disaster risk and other risks or development considerations. In addition, and in Samoa the Ministry of Natural Resources and the Environment houses weather, climate and disaster operations.

**Ability to place more emphasis on bottom-up approaches that combine disaster risk reduction and climate change adaptation:** Recent experience<sup>10</sup> with both community-based adaptation and community-based DRM has highlighted that people-centred strategies are more cost-effective for reducing weather and climate-related disaster risk. Such approaches can also be more equitable than large-scale structural measures. People-centred strategies that enhance access to, and understanding of, information and promote livelihood diversification are more likely to provide a robust defence against a number of stresses, not just those related to extreme weather and climate events.

In this respect, community-based adaptation and community-based DRM are already showing considerable success in the Pacific, as are ecosystems-based approaches to adaptation. The use of existing social networks to integrate adaptation and risk reduction into ongoing development efforts is also proving effective at the community level. Grounding policy at the local level cannot be done by international and regional organizations, but rather must be owned by local civil society. Practice should influence policy. In this respect, local-level case studies are useful for informing the development of higher-level policies, including national climate change strategies and sectoral climate change policies<sup>11</sup>.

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<sup>9</sup> Institutional and Policy Analysis of DRR and CCA in Pacific Island Countries, UNISDR/UNDP, 2010 (final draft report)

<sup>10</sup> Adaptation to Climate Change by Reducing Disaster Risks: Country Practices and Lessons. UNISDR Briefing Note No. 2, UNISDR, 2009.

<sup>11</sup> Ibid.

The challenge of **DRM and CCA&M** is fundamentally a challenge of strengthening the capacities for risk governance so that the most appropriate and sustainable strategies for risk reduction and management can be factored into development planning and public investment. Adapting development to gradual changes in the climate and disaster risk is a medium to long-term process and needs to be considered in development investment planning. Existing capacities for risk governance tend to be low, especially in PICs, calling for a special focus on optimizing funding mechanisms for DRM and CCA&M. This should include how to prioritize and sequence adaptation strategies in a financially constrained environment and how to ensure that planning for adaptation looks comprehensively at reducing risk to natural hazards as part of national poverty reduction strategies. Resources earmarked for CCA&M or DRM should be used to strengthen risk governance capacities at all levels and focus on developing the institutional and legislative frameworks, risk assessments and institutional capacities required to organize the above<sup>12</sup>.

**Ability to develop innovative, practical and well coordinated funding mechanism:** Financial support for adaptation and mitigation in the Pacific must be in addition to existing aid commitments so that crucial efforts to alleviate poverty and promote development across the region are not compromised. It is critical to ensure these funds are spent effectively. To this end, a greater proportion of adaptation support for the Pacific must be allocated to basic resilience programs at a community level. The 2009 meeting of the Pacific Climate Change Roundtable called for a study to consider the feasibility of establishing a Pacific Regional Climate Change Fund or funding modality, including assessing the need for a technical backstopping and facilitation mechanism. A Pacific Catastrophe Risk Financing initiative is also being considered amongst a range of disaster risk financing options, including the vision that it could potentially provide Pacific island countries with a regional vehicle to access immediate post-disaster financing for their recovery and reconstruction activities and as well to incentivise them to invest in disaster risk reduction. Selected PICTs have also started with the mainstreaming of DRM and CC in their national macroeconomic and fiscal policy and budgetary processes (i.e. Vanuatu, Cook Islands).

**Ability to support national efforts with a firm policy foundation at regional level:** While there has been a positive emphasis on integration at a national level within PICs there is a need to provide a firm policy foundation at regional level in order to ensure that such attempts at national integration are reinforced and become part of a deliberate strategy. Having a regional strategy that integrates DRM, CCA&M will provide a firm foundation for the improved coordination, if not consolidation, of donor support in these areas.

Functions related to DRM, CCA&M, and other cross-cutting development issues are often relegated in priority. The integrated regional strategy will raise the profile of these issues within Governments. It will also potentially lead to improved monitoring, evaluation and review of progress in DRM, CCA&M and improve national and regional reporting in these areas to inform for example progress against the Pacific Plan and Millennium Development Goals.

It is also important, in terms of an integrated DRM and climate change regional strategy, that it will provide an opportunity for the Pacific region to demonstrate to the global community that integration at policy and operational levels are not only possible but a priority. There is much to be gained and little to be lost by keeping communities of learning and action separate on development issues whose impacts are very closely linked and indeed difficult to distinguish from one another.

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<sup>12</sup> Strengthen Climate Change Adaptation through Disaster Risk Reduction: Briefing Note 3, UNISDR 2010

The impetus for the integration of the regional policy frameworks started with the 2010 Mid-term Reviews of the HFA, RFA and PIFACC. All three reports coincided and hence provided opportunities for aligning the review processes that were spearheaded respectively by UNISDR, SOPAC and SPREP. The Mid-term Reviews, which combined the views of national, sub national, regional and global stakeholders recommended that greater policy coherence at the regional (as well as the global) level would provide for a more conducive enabling environment for DRM/CCA&M implementation at the national level. This was further supported by representatives of PICTs in a number of regional meetings and policy dialogues over the past 12 months.

## 7. Roadmap Process

The Roadmap process provides for the achievement of key milestones in the lead up to approval of an integrated regional strategy for consideration by Pacific leaders at the 2015 Pacific Islands Forum meeting. It will adhere to the following principles:

- **'Inclusion'** of as many stakeholder interests as possible in the formulation of the integrated regional strategy.
- **'Leadership'** by PICTs in defining the parameters and focus of the new strategy
- **'Ownership'** by PICTs and supporting partner organisations to ensure a sustainable approach to the implementation of the new strategy

It recognizes that a significant body of work has already been undertaken in relation to integration at national level (and is ongoing). It further recognizes that currently separate regional fora and regional organisations exist to guide DRM and CCA&M respectively and these are to be respected and maintained to help build capacity and commitment beyond the integration of the frameworks.

There is overall agreement that the integration agenda should not wait until a post 2015 regional strategy is in place. A number of concrete activities for immediate implementation have been identified based on a range of analytical studies, good practice and lessons learned publications, as well as regional events and meetings. It is proposed that these activities continue to be addressed as part of the Roadmap process in the years leading to the finalization of the integrated regional strategy. The experiences gained from these activities will further inform the integrated regional strategy.

The approach is comprised of two elements:

1. The on going *Implementation of Current Activities* (see below) over the period 2011 - 2015
2. The development of an integrated regional strategy for DRM and CCA&M by 2015 accompanied by
  - a. Related implementation arrangements/action plan and monitoring and evaluation framework
  - b. Regional synthesis report of progress in achieving the RFA and PIFACC
  - c. Best practice case studies for the Pacific in DRM and CCA&M

### 1. Implementation of Current Activities: 2011 - 2015

The activities outlined are deemed as crucial to ensuring that disaster and climate risk are mainstreamed into the development planning and decision-making processes. The on going implementation of these would add value to the development of an integrated regional strategy.



- i. **Continue development and implementation of Joint NAPs for DRM and CCA&M as well as the monitoring of progress and lessons learned:** NAPs for DRM, NAPAs for CCA and Joint NAPs for DRM/CCA&M have become part and parcel of the regional DRM practice over the past 4-5 years. A number of lessons have been learned on what has worked well and what needs to be improved so they can yield maximum benefits for building DRM capacities in the context of sustainable development. These lessons will inform ongoing and future NAP and JNAP initiatives.
- ii. **Design joint programme/project initiatives that address both CCA&M and DRM.** Such programmes/projects are expected to become more frequent in view of the growing number of JNAPs. They will provide useful insights and lessons learned for the development and implementation of the integrated regional strategy.
- iii. **Mapping of institutions, policies and mechanisms already in place for reducing disaster risk and dealing with CCA&M<sup>13</sup>** to facilitate improved understanding of the enabling environment for DRM, CCA&M and of opportunities for investment in these areas.
- iv. **Develop innovative funding mechanism to advance climate change adaptation/mitigation and disaster risk management:** An important priority for the region will be to work towards a more streamlined access to funding for both DRM as well as CCA&M both in terms of increasing overall availability of funds as well as removing barriers to already existing resources and making these more accessible. A further important concern is to take into account the absorptive capacity of PICTs in relation to the use of funds. Such a funding mechanism would be guided by existing initiatives underway for example on Climate Change financing and as well on Disaster Risk financing and insurance.
- v. **Continue stock take of the available information on hazards, exposure, vulnerabilities and risk assessments** to ensure easy access to the data and its subsequent manipulation for presentation can inform public policy and decision-making in DRM and CCA&M<sup>14</sup>.
- vi. **Convene multi-stakeholder discussions at national level to review information and identify opportunities to harmonize policy and address capacity gaps.** In many countries governments have made good progress by integrating national coordination mechanisms for DRR and CCA&M, e.g. through common National Platforms. In some cases the multi-stakeholder engagement has been taken to the community level.
- vii. **Continue capacity development activities to build or strengthen coherent approaches to CCA&M and DRM.** One ingredient for success is that those responsible for DRM and CCA&M understand the needs and capacities of the other and jointly develop their technical and leadership capacities. This can be achieved joint training, on such things as knowledge of mandates and operational programmes, or common technical skills.
- viii. **Conduct DRM/CCA&M planning with a multi-sectoral, development-based approach and centralised oversight responsibility.** CCA&M and DRM are not sectors in themselves, but must be implemented through the policies of other sectors, in particular, those of agriculture, water resources, health, land use, environment, finance and planning. Several of the country examples focus on developing a foundation of national planning and oversight, as a means to achieve policy coordination and mainstreaming across sectors and institutions, and as part of national and local development planning. The process covers such things as

<sup>13</sup> Similar to the UNISDR/UNDP analysis of the policy and institutional landscape of DRR and CCA&M in selected PICs

<sup>14</sup> An example is the Pacific Catastrophe Risk Assessment and Financing Initiative led by SPC/SOPAC with the support of the World Bank and ADB

strategy, principles, applicable law, institutional responsibilities, investment priorities, cost benefit analysis, and accountability mechanisms.

- ix. **Strengthen regional information management capacities:** Ongoing collation and documentation of available information resources, as well as taking stock of ongoing and planned DRM, CCA&M and integrated initiatives will be a key task and must go hand in hand with strengthening information management capacities at national level in terms of human resources as well as technical systems.

## 2. Development of the Integrated Regional Strategy (commencing in 2012)

This will comprise the development of the integrated regional strategy proper and its related implementation arrangements including M&E framework; the development of a regional synthesis report on the implementation of the RFA and PIFACC, and; the development/compilation of best practice case studies in the Pacific in DRM, CCA&M

The intended **Outcome** of the implementation of the Roadmap process is the endorsement by Pacific leaders in 2015 of an integrated regional strategy for DRM, CCA&M for implementation from 2016.

The **Outputs** of the process are:

- Integrated regional strategy for DRM, CCA&M by 2015 and related implementation and M&E arrangements
- Regional synthesis report on the implementation of the RFA and PIFACC
- Best practice case studies on DRM, CCA&M
- DRM NAPs, NAPAs and/or Joint DRM/CCA&M NAPs<sup>15</sup>
- Programme/project initiatives that address both CCA&M and DRM
- Mapping of institutions, policies and mechanisms for DRM and CCA&M
- Database(s) on hazards, exposure, vulnerabilities and risk assessments
- National multi-stakeholder discussions that address DRM and CCA&M
- Training programmes to enhance technical skills and leadership for DRM and CCA&M
- Sectoral plans integrating DRM and CCA&M
- Information management systems to support DRM and CCA&M

Between 2011 – 2015 there are to be a number of targeted milestones which are to be presented and discussed at a number of regional and global meetings. The feedback from the meetings will provide additional guidance in relation to the implementation of the **Outputs** and more particularly the finalisation of the integrated regional strategy and related implementation arrangements/action plan (including M&E framework).

The regional meetings are: Pacific Platform for DRM; Pacific Climate Change Roundtable; Pacific Meteorological Council<sup>16</sup>, SPC/SOPAC Divisional Meeting; SPC Committee of Regional Governments and Administrations (SPC CRGA); SPREP Governing Council<sup>17</sup>, and; Pacific Plan Action Committee (PPAC)<sup>18</sup>. The outcomes of the progress reports and eventually the integrated regional strategy itself

<sup>15</sup> The implementation of the RFA and PIFACC will be guided by country preferences. PICs for example may decide to have separate NAPs for DRM and NAPAs for CCA instead of Joint DRM/CC NAPs.

<sup>16</sup> Formerly the Regional Meteorological Service Directors Meeting

<sup>17</sup> Both the SPC CRGA and the SPREP Governing Council include representation from Pacific island territories in addition to Pacific island countries and so endorsement of the integrated regional strategy at these fora is crucial

<sup>18</sup> Reports from PPAC are tabled before Pacific leaders at the annual Pacific Islands Forum Leaders meeting

would also be communicated to relevant global fora such as Global Platform for DRR and UNFCCC Conference of the Parties.

The targeted milestones in relation to the regional and global meetings are:

Year	Meeting	Milestones
2012	Pacific Platform for DRM	<b>Outputs</b> progress update
	SPC/SOPAC Divisional Meeting	<b>Outputs</b> progress update
	SPC CRGA	<b>Outputs</b> progress update
	SPREP Governing Council	<b>Outputs</b> progress update
	PPAC	<b>Outputs</b> progress update
2013	Joint Meeting: ▪ Pacific Platform for DRM ▪ Pacific Climate Change Roundtable ▪ Pacific Meteorological Council	<b>Outputs</b> progress update + Draft integrated regional strategy, M&E framework and implementation arrangements/action plan presented for consideration/comments
	Global Platform for DRR	<b>Outputs</b> progress update
	UNFCCC Conference of the Parties	<b>Outputs</b> progress update
	SPC/SOPAC Divisional Meeting	<b>Outputs</b> progress update + Draft integrated regional strategy, M&E framework and implementation arrangements/action plan presented for consideration/comments
	SPC CRGA	<b>Outputs</b> progress update
	SPREP Governing Council	<b>Outputs</b> progress update + Draft integrated regional strategy, M&E framework and implementation arrangements/action plan presented for consideration/comments
	PPAC	<b>Outputs</b> progress update
2014	Pacific Platform for DRM	<b>Outputs</b> progress update
	SPC/SOPAC Divisional Meeting	<b>Outputs</b> progress update
	SPC CRGA	<b>Outputs</b> progress update
	SPREP Governing Council	<b>Outputs</b> progress update
	UNFCCC Conference of the Parties	<b>Outputs</b> progress update
	PPAC	<b>Outputs</b> progress update
2015	Joint Meeting: ▪ Pacific Platform for DRM ▪ Pacific Climate Change Roundtable ▪ Pacific Meteorological Council	<b>Outputs</b> progress update + Final draft of integrated regional strategy, M&E framework and implementation arrangements/action plan presented for consideration/endorsement
	SPC/SOPAC Divisional Meeting	<b>Outputs</b> progress update + Final draft of integrated regional strategy, M&E framework and implementation arrangements/action plan presented for consideration/endorsement
	SPC CRGA	<b>Outputs</b> progress update + Final draft of integrated regional strategy, M&E framework and implementation arrangements/action plan presented for consideration/endorsement
	SPREP Governing Council	<b>Outputs</b> progress update + Final draft of integrated regional strategy, M&E framework and implementation arrangements/action plan presented for consideration/endorsement
	UNFCCC Conference of the Parties	<b>Outputs</b> progress update
	PPAC	<b>Outputs</b> progress update
	Pacific Islands Forum Leaders Meeting	<b>Outputs</b> progress update + Final draft of integrated regional strategy, M&E framework and implementation arrangements/action plan presented for approval

A critical element of the Roadmap is the formation and functioning of a **Technical Working Group** to provide expert technical advice and support to SPC/SOPAC and SPREP in relation to the development of the integrated regional strategy and other **Outputs** listed above. Draft terms of reference for the Technical Working Group are attached as [Annex 1](#). The TWG will be appointed jointly by SPC/SOPAC and SPREP and will include 'experts' in DRM and CCA&M. The main objective of the TWG will be to:

- Develop the integrated regional strategy for DRM and CCA&M by 2015, including implementation arrangements/action plan and monitoring and evaluation framework;
- Develop a Regional synthesis report of progress in achieving the RFA and PIFACC - *to be presented as part of a compendium which will include the integrated regional strategy*

- iii. Develop best practice case studies for the Pacific in DRM and CCA&M – *to be presented as part of a compendium which will include the integrated regional strategy*

A plan to address the specific requirements of the Roadmap is to be developed by the TWG for the consideration of SPC/SOPAC and SPREP.

The TWG will contribute to the other **Outputs** as outlined in *Implementation of Current Activities* above however the principal responsibility for these will rest with regional organisations with designated overall responsibility.

## 8. Resourcing the Roadmap

The successful implementation of the Roadmap process will rely on the leadership of PICTs through existing regional mechanisms and close collaboration between SPAC/SOPAC, SPREP and other development partners and donor organisations. The Roadmap represents a process to strengthen efforts to mainstream disaster and climate risk considerations into national and sub national development planning and decision-making frameworks.

The Roadmap will require mobilization of resources. A preliminary budget for the Roadmap process is as laid out in the table below. This budget requirement will be finalised in consultation with the appointed TWG once further specifics of the Roadmap process between 2011 and 2015 have been determined.

Activity	Budget (US\$)					Comments
	2012	2013	2014	2015	Total	
1. TWG Fees	30,000	30,000	30,000	30,000	120,000	To cover sitting/consulting fees of TWG members appointed from outside regional and international organisations supporting the Roadmap process. Representatives of regional and international supporting organisations will be expected to provide <i>pro bono</i> support.
2. Engagement of TA support for the TWG	50,000	50,000	-	-	100,000	TA may be required to support the work of the TWG for research and other activities in connection with the proposed Outputs.
3. Meetings of the TWG	5,000	5,000	5,000	5,000	20,000	The TWG will need to meet during each year to review progress in relation to Roadmap implementation. Covers costs of conducting at least 2 meetings annually
4. Printing and publication of documents	1,000	1,000	1,000	5,000	8,000	To support TWG activities
5. Travel and Per diems	30,000	20,000	20,000	30,000	100,000	For TWG members to attend meetings and as well for relevant SPC/SOPAC and SPREP focal points for the Roadmap process
<b>Total</b>	<b>116,000</b>	<b>106,000</b>	<b>56,000</b>	<b>70,000</b>	<b><u>US\$348,000</u></b>	As most of the labour- intensive activity is anticipated in 2012 and 2013 the budget reduces from 2014.

Once specific details have been finalised the financial resources to support the implementation of the Roadmap are to be provided by SPC/SOPAC and SPREP with the support of donors and other development partners. Funding support will be supplemented by further in-kind technical support by the two organisations and as well representatives of supporting regional and global development partners and donors.

## Annex 1

### Outcomes of International and Regional Meetings/Reports

#### International

##### **The Bali Action Plan UNFCCC;**

Calls for “promotion of DRR as a tool for CCA”

[http://unfccc.int/files/meetings/cop\\_13/application/pdf/cp\\_bali\\_action.pdf](http://unfccc.int/files/meetings/cop_13/application/pdf/cp_bali_action.pdf)

##### **The Cancun Adaptation Framework UNFCCC;**

“Enhancing climate change related disaster risk reduction strategies, taking into consideration the Hyogo Framework for Action, where appropriate, early warning systems, risk assessment and management, and sharing and transfer mechanisms such as insurance, at the local, national, sub regional and regional levels, as appropriate;”

<http://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf#page=4>

##### **The 2009 and 2011 UNISDR Global Platform for Disaster Risk Reduction.**

“the opening high-level panel of the Global Platform, political leaders, including heads of State and heads of Governments, highlighted in stark, unequivocal terms that reducing disaster risk is critical to managing the impacts of climate change and avoiding an erosion of social and economic welfare” p1

[http://www.preventionweb.net/files/10750\\_GP09ChairsSummary.pdf](http://www.preventionweb.net/files/10750_GP09ChairsSummary.pdf)

“promoting integrated approaches to development that address climate change adaptation, disaster risk reduction and ecosystem management and restoration” p3

[http://www.preventionweb.net/files/20102\\_gp2011chairsummary.pdf](http://www.preventionweb.net/files/20102_gp2011chairsummary.pdf)

#### Regional

##### **The 2009 and 2010 Meetings of the Pacific Platform for Disaster Risk Management, co-convened by SPC/SOPAC and UNISDR;**

“Affirmed the upcoming Joint Pacific Regional Meeting of Meteorological Service Directors and Disaster Managers is a valuable opportunity to cultivate improved coordination between NDMOs and Meteorological Service Directors to strengthen early warning systems and recognised the need for integrated DRM and Climate Change Adaptation (CCA) Programmes both at the regional and national levels” p2

[http://www.pacificdisaster.net/pdnadmin/data/original/SUMMARY\\_RECORD\\_15RDMM\\_FIN\\_AL\\_100509.pdf](http://www.pacificdisaster.net/pdnadmin/data/original/SUMMARY_RECORD_15RDMM_FIN_AL_100509.pdf)

“Recognised that the outcome of the ongoing mid-term reviews of the RFA, HFA and PIFACC currently underway should be forward-looking and clearly establish the differences, synergies and interlinkages between the two frameworks and other closely related regional and international frameworks. In this respect, the Meeting recommended that SOPAC, SPREP and UNISDR, as the organisations responsible for these reviews, work together more closely and in collaboration with partners to ensure this outcome is achieved” p8

“Given the funding available for climate change and the need to support DRM, Partners – in particular SOPAC (SPC) and SPREP as the regional organisations responsible for the coordination around the two regional frameworks – urgently enhance efforts to coordinate the implementation of the Frameworks generally, as well as by developing an integrated funding modality at national level”p9

“CROP and other agencies explore the development of a mechanism to coordinate DRM and CCA community work at a national level”. P10

[http://www.pacificdisaster.net/pdnadmin/data/original/PP\\_PDRMPN\\_5thmeeting\\_summary\\_outcome.pdf](http://www.pacificdisaster.net/pdnadmin/data/original/PP_PDRMPN_5thmeeting_summary_outcome.pdf)

**The High Level Conference on Climate Change in the Pacific, organized by the EU Global Climate Change Alliance in March 2011, in Vanuatu.**

“The Conference invited partners to maximise synergies and interaction between biodiversity conservation, climate change adaptation and disaster risk reduction, so as to make societies more resilient to natural disasters in the Pacific. The Conference agreed to work towards merging the two relevant regional frameworks for action, namely the Pacific Islands Framework for Action in Climate Change and the Pacific Disaster Risk Reduction and Disaster Management Framework for Action and to encourage complementary processes at the national level” p4

<http://www.gcca.eu/usr/GCCA-Pacific-Reg.-Conference--outcomes.pdf>

**The 2009 and 2011 Pacific Climate Change Roundtables, coordinated by SPREP**

**2009**

“Niue requested that their support for PIFACC should be noted, and that any mid-term review of PIFACC should consider:

- short term immediate response strategies for climate change and disaster risk reduction
- long-term response strategies for climate change and disaster risk reduction
- assistance to develop national climate change policy, including for legislation
- assistance to develop short and long term strategies for adaptation
- assistance to develop mitigation strategies
- investigation of all issues pertaining to relocation” p11

[http://sprep.org/climate\\_change/PCCR/documents/PacificClimateChangeRoundtableMeetingREPORTFINAL.pdf](http://sprep.org/climate_change/PCCR/documents/PacificClimateChangeRoundtableMeetingREPORTFINAL.pdf)

**2011**

The endorsed activities of the Adaptation and Mainstreaming Working Group of the PCCR includes inter alia:

- “Strengthening the participatory process of national level policy and planning, policy integration and strategy formulation to ensure adaptation is considered in decisions across all sectors;
- Strengthen planning processes which are fully participatory and holistic i.e. development of adaptation strategies and action plans”...

[http://www.sprep.org/att/publication/000926\\_Pac\\_CC\\_Rndtble\\_Proceedings\\_2011.pdf](http://www.sprep.org/att/publication/000926_Pac_CC_Rndtble_Proceedings_2011.pdf)

### **The 2008 and 2010 Pacific Islands Forum Communiqués**

“Leaders affirmed their commitment to the ongoing development and implementation of Pacific-tailored approaches to combating climate change.” p2

<http://www.spc.int/sppu/images/stories/2008%20communique%20forum.pdf>

“National efforts are focusing on the mainstreaming of climate change into national plans and systems as well as developing appropriate adaptation strategies” p2

“Leaders endorsed the following principles to guide Forum Island Countries and development partners in implementing climate change adaptation and mitigation measures bearing in mind existing and ongoing efforts in the region:

- Sufficient and sustainable resources, based on existing and predicted impacts, should be mobilised and made available as a matter of priority;
- These resources should be timely, easily accessible, and commensurate with administrative and absorptive capacities of Pacific Island Countries and their systems;
- Climate change adaptation and mitigation should be integrated into broader national development efforts;
- adaptation and mitigation measures should be country-led and supported, in a coordinated way by development partners; and
- as far as practicable, support for these measures should be provided through Forum Island Country systems and processes including where appropriate, regional systems. p2 and 3

[http://forum.forumsec.org/resources/uploads/attachments/documents/2010\\_Forum\\_Communique.pdf](http://forum.forumsec.org/resources/uploads/attachments/documents/2010_Forum_Communique.pdf)

### **The 2008 Niue Declaration on Climate Change**

“REQUEST the Secretariat of the Pacific Regional Environment Programme (SPREP) working in cooperation with other regional and international agencies and bilateral climate change programmes – to continue to meet the individual needs of its member countries through its mandated role of:

- (a) strengthening meteorological services,
- (b) consolidating and distributing information on climate change,
- (c) strengthening adaptation and mitigation measures” p2

<http://www.forumsec.org.fj/resources/uploads/attachments/documents/THE%20NIUE%20DECLARATION%20ON%20CLIMATE%20CHANGE.pdf>

### **HFA Mid Term Review**

“The integration of climate change adaptation and disaster risk reduction is a necessity that must be addressed at the national and local levels through integrated plans to enhance resilience of communities” p10.

“National and international institutions, including bilateral aid organizations and the United Nations, must integrate disaster risk reduction in their development, climate change adaptation, environmental and humanitarian planning, execution and accountability frameworks to safeguard development gains and investments” p69.

“The prevailing views on a post-2015 framework for disaster risk reduction, irrespective of whether it would be of a legally binding nature or not, underscored the need to ensure solid

and structural links with sustainable development and climate change international framework agreements and called for a broad consultative process, similar to the one that brought about the Hyogo Framework for Action in 2005”p70.

[http://www.preventionweb.net/files/18197\\_midterm.pdf](http://www.preventionweb.net/files/18197_midterm.pdf)

#### **PIFACC Mid-term Review**

“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.” page ix

[http://www.sprep.org/2010SM21/pdfs/eng/Officials/WP\\_9\\_2\\_1\\_Att\\_1\\_PIFFAC%20Review.p  
df](http://www.sprep.org/2010SM21/pdfs/eng/Officials/WP_9_2_1_Att_1_PIFFAC%20Review.pdf)

**Lessons for Future Action: CCA and Disaster Risk Reduction Lessons Learned Conference, organized by the Government of Australia and SPREP in May 2011, in Samoa.**

“create an enabling environment for coordinated and sequenced CCA and DRR implementation across all stakeholders” p7

[http://www.pacificdisaster.net/pdnadmin/data/original/SPREP\\_2011\\_Lessons\\_Future\\_Actio  
nConference.pdf](http://www.pacificdisaster.net/pdnadmin/data/original/SPREP_2011_Lessons_Future_ActionConference.pdf)



## Annex 2

### Draft Terms of Reference

#### Technical Working Group

##### Background

Pacific island countries and territories have requested the support of development partners and donors to develop an integrated policy framework for Disaster Risk Management, CCA&M by 2015. In response SPC/SOPAC and SPREP with the support of the UNISDR and other partners have developed a Roadmap to facilitate this integration.

##### Purpose

The Technical Working Group (TWG) is to provide expert advice to SPC/SOPAC and SPREP and support to Pacific island countries and territories in relation to the development of an integrated regional strategy for Disaster Risk Management, CCA&M

##### Outputs

- Integrated regional strategy for DRM and CCA&M by 2015, including implementation arrangements/action plan and monitoring and evaluation framework;
- Regional synthesis report of progress in achieving the RFA and PIFACC - *to be presented as part of a compendium which will include the integrated regional strategy*
- Best practice case studies for the Pacific in DRM and CCA&M – *to be presented as part of a compendium which will include the integrated regional strategy*

##### Working Arrangements and Resourcing

The TWG will be appointed by the SPC/SOPAC and SPREP jointly using criteria that the two regional intergovernmental organisations will establish. The duration of term of the TWG will be from 2011 to 2015. The TWG will be chaired by an individual to be jointly selected by SPC/SOPAC and SPREP.

The TWG will determine its own work plan and develop a budget for consideration by SPC/SOPAC and SPREP who shall jointly guide its operations. The TWG will set its own meeting schedule and ensure that activities address the delivery of outputs by the due dates established by SPC/SOPAC and SPREP.

Resources, financial and other to facilitate the deliberations and work of the TWG will be jointly provided by SPC/SOPAC and SPREP.

##### Reporting

The TWG will report to SPC/SOPAC and SPREP and adhere to reporting requirements that may be requested from time to time by SPC/SOPAC and SPREP.